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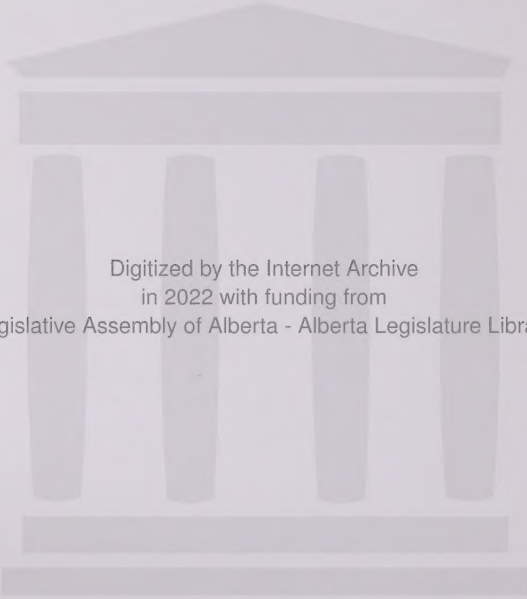
1961

Alta. Provincial Planning Board

ALBERTA PLANNING CONFERENCE



PROVINCIAL PLANNING ADVISORY BOARD



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1961
ALBERTA PLANNING CONFERENCE

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P R E F A C E

The annual Alberta Planners' Conference for 1961 was held on November 9 and 10 at the Northern Alberta Jubilee Auditorium in Edmonton. The Conference was again sponsored by the Department of Municipal Affairs, and one member of that Department Mr. James Gee deserves credit for organizing a most successful conference and display exhibition. The number of delegates attending showed an increase of 21 over that of the previous year, and, if anything, the pictorial material on display exceeded in scope and completeness anything previously exhibited on planning material in the Province.

Two 'out-of-province' delegates attended, one from Regina and the other from Toronto, and we were fortunate in having two Alberta Cabinet members participating—the Hon. A. J. Hooke, Minister of Municipal Affairs and the Hon. Gordon Taylor, Minister of Highways.

The banquet dinner this time was sponsored by the City of Edmonton, and as the main speaker on this occasion, Mr. Geoffrey Hamilton, City Commissioner for Edmonton, spoke on the much discussed Webb and Knapp proposals for rehabilitating Edmonton's City Centre, a subject of wide interest to planners and laymen alike.

One innovation this year was the invitation to Drafting Supply Companies and businesses specializing in reproduction work and micro-photogrammetry to display their wares in the Exhibition area. Floor prizes donated by the firms of drafting equipment were won by successful ticket holders.

A business session and a tour of the City of Edmonton and environs concluded the proceedings with the hope that the 1962 Conference would be held in a provincial centre other than Edmonton or Calgary.

This report of the Conference proceedings was prepared with

the aid of tape recordings, with the inevitable editing that such medium necessitates. It is hoped that the report is a fairly accurate summary of what transpired at the Conference. It is embellished for the first time with photographs taken during the Conference. (N.D.)

CONFERENCE PROGRAM

Thursday, November 9

8:30 - 9:30 a.m. —Registration—Display of Exhibits.

Morning Chairman—J.H. Holloway, Chairman, Provincial Planning Advisory Board.

9:30 a.m. —Address of Welcome—Minister of Municipal Affairs, Hon. A.J. Hooke.

9:50 a.m. —Opening Remarks—Noel Dant, Director of Town and Rural Planning.

10:30 a.m. —Reports from District Planning Commissions and City Planning Departments.

Afternoon Chairman—Mayor G. Repka, Grande Prairie.

1:30 p.m. —Report of Provincial Planning Advisory Board, J.H. Holloway, Chairman.

2:00 p.m. Panel—Chairman: C.W. Lester, Director of Surveys, Department of Highways.

Members: Rae Sutherland, Alberta Land Surveyor; Denis Cole, Director, Red Deer District Planning Commission; Dave Usher, Alberta Land Surveyor.

Topic: "Is the Field of the Land Surveyor being Invaded by the Professional Planner or Vice Versa?"

3:30 p.m. Panel—Chairman: Mrs. C. Wood, MLA, Chairman Alberta Division, Community Planning Association of Canada.

Members: N. Trouth, Urban Land Institute, Calgary; W. Hardcastle, Chief Planner, City of Edmonton; J.D. Ritchie,

Urban Land Institute, Edmonton; S. Clarke, Director, Oldman River District Planning Commission.

Topic: "To What Extent are the Activities of the Private Developer Affected by Provincial and Municipal Planning Measures?"

4:30 p.m.—Speaker—H. Hogge, Provincial Sanitary Engineer, Department of Health.

Subject—"Summary of Provincial Air Pollution Control Regulations".

7:30 p.m.—Banquet.

Evening Chairman—J.H. Holloway, Provincial Planning Advisory Board.

Address of Welcome—Deputy Mayor Dr. M. Weinlos, City of Edmonton.

Speaker—G. Hamilton, City Commissioner, Edmonton.

Friday, November 10

Morning Chairman—Mr. G.W. Moyer, County of Strathcona.

9:00 a.m. Panel—Chairman: Dr. V.A. Wood, Director of Lands, Department of Lands and Forests.

Members: R. Smith, Director, Calgary District Planning Commission; G. Walker, Alberta Land Surveyor; N. Giffen, Edmonton District Planning Commission.

Topic: "Subdivision for Summer Cottage Development".

10:30 a.m. Panel—Chairman: Dr. J. Chalmers, Director of School Administration, Department of Education.

Members: Hon. Gordon Taylor: A. Martin, City Planner,

Calgary; Dr. K. Walters, Geographic Advisor, Retail Sales, Imperial Oil Company, Limited.

Topic: "Planning and Control of Development along Highways".

Afternoon Chairman—L. Milne, Director, Peace River District Planning Commission.

1:30 p.m. Panel—Chairman: R.M. Putnam, Deputy Minister, Department of Agriculture.

Members: F. Marlyn, Director, Edmonton District Planning Commission; G. Moon, Assessor and Industrial Commissioner, City of Grande Prairie; H.M. Yates, Webber Bros. Real Estate.

Topic: "Assessment, Subdivision and Development of Agricultural Lands on the Periphery of Urban Centres".

2:15 p.m.—Business Session—Chairman—James B. Gee, Town and Rural Planning Branch.

3:30 p.m.—Tour of the City.



REGISTRATION (Left to Right) - J.H. Holloway, Hon. A.J. Hooke, G. Norris, M.L.A.; Marjorie Fedechko, N. Truth, J. Ritchie, Donna Lynn Rundle, Bente Scott, R. Klapston, Councillor M.R. Parker, H. Lloyd Abram, A. Hawkins, Councillor H. Adamson.

OPENING OF CONFERENCE

Mr. J.H. Holloway, Chairman of the Provincial Planning Advisory Board, opened the conference again this year, welcoming an enlarged delegation whom he hoped would subsequently enjoin in fruitful discussions during the next few days. He mentioned that the exhibits this year really were worth studying and that the pictorial planning material was augmented by several side-stands representing different blue-printing and draftsman supplies companies, some of whom would award floor prizes later in the Conference.

He then called upon the Hon. A.J. Hooke, Minister of Municipal Affairs for the Province and the minister responsible for planning to give his address of welcome.

ADDRESS OF WELCOME

A.J. Hooke—I welcome you all to this Conference and would ask you to take as active a part in some of the seminars to be held in the next two days. As Minister of Municipal Affairs, and, as one who is charged with the responsibility for all town regional planning in this Province. I would like to say that if time permits I would certainly be pleased to have an opportunity of attending more of the detailed parts of your Conference than I am able to attend by just coming here and saying "welcome" on behalf of the Government. I think it would be well if we could have members of the Executive Council (i.e., the Cabinet) and some of the Deputy Ministers sitting in to listen to some of the papers that are given, to witness the displays and to gain a better idea of planning than we all have at this moment. I would like to refer to the Province of Alberta for a few moments to indicate to you some of the trends which have been developing over the past number of years and try to relate these, if I can, to this problem of endeavoring to plan for the future. Going back to 1947, you will remember that we first started our oil activity with the discovery of oil at Leduc. Up until that time we had seen a gradual growth in the Province largely in the agricultural sphere. However, very little

activity was taking place in large industrial development. It was in 1945 that the Government embarked upon a program of endeavoring to interest industry in coming into Alberta, a program to show prospective industrialists just what this Province had to offer. It was my own personal responsibility at that time to set up some type of an organization which would get information out to industrialists all over the Englishspeaking parts of the world. In 1945 we started with the industrialists already in Alberta putting up a sum of \$50,000 asking the Government to match it dollar for dollar, and embarking upon a \$100,000 program designed to bring industry into the Province. Between 1945 and 1947, I want to assure you that it was an uphill battle. However, industrialists did come in from all over Canada, United States, Great Britain, some came from Europe, looking around to see what the Province had to offer. With the discovery of oil in Leduc in February of 1947 there started a big spurt towards industrial development. Just to give you some idea as to what happened between 1947 and 1956, I would like to mention a figure or two to indicate just how fast development took place. In 1947, 401 new companies incorporated in this Province. In the year 1950, 705 new ones came along. In 1953, 1202 new companies incorporated in Alberta. In the year 1956, 1716 new companies incorporated. You may say what has that to do with planning? Well, of course, it has a great deal to do with planning because certainly it was during those years and up until 1959 particularly that we have had the greatest percentage of industrial development that we ever seen in the history of the Province. Going back to 1935, Alberta's population was only about 650,000. At that time, governments, both municipal and provincial and certainly federal were badly in debt. Our provincial debt and our municipal debt that year, combined, was about 237 millions of dollars. By 1947 an attempt was being made to reduce the provincial and municipal governments' debts and the debts were down to 177 million. By 1952, as we approached the intensive development period, the debts were back up again to 184 millions. By 1957 they were up to 312 millions. By 1960 they were up to 440 millions and at the present time up to about 465 millions of dollars. This means that our governments, both municipal and provincial, are mortgaging the future. When we take a look at the position that we, as



The Hon. A.J. Hooke, Minister of Municipal
Affairs Welcoming Delegates to the Conference.

individuals, are in, I dare say that there is scarcely one of us in this hall right now that hasn't mortgaged our own individual future to quite a great extent. I know that I am in that category and I expect that most others are too. When we see the load of debt responsibility being shown today especially by our young people who are trying to provide homes, I think we should stop and realize that we are in a position where we have to take a very, very careful look at the debt situation which we are developing as a nation. Certainly, as we undertake a terrific load of debt, we are putting ourselves in a position where some of the freedom which we claim to stand for, and which we put above all else in importance, is certainly being taken away. The physical planning that you are doing as professional planners is something pretty new to the people of the Province of Alberta. As a matter of fact it is very new to Canada, in the meaning that we attach to the word 'planning' today. Going back to the beginning of our Province (which is only 56 years old at the present time) we had a wide open field to work with. We had no roads. We had scattered throughout the length and width of the Province, especially from Edmonton south, homesteader shacks, the growth of small municipalities, the development of one-room schools and so on right up to about 1940, then we became serious about the need for changing many of these things. Most of the roads today have been built since that time, and yet we are still paying for some of the trails which were built during those earlier years, and which have been abandoned long since. Our pioneers put up with a great deal of hardship in the country. Those are the days when no one thought of asking for relief. We had shown in this great West, a true spirit of individualism. As we compare today the individualism of our forefathers with that of ourselves, I think we can't help but realize the extent to which we have fallen back in dependence upon the state for many things that we want. Many of the things we have today, such as hospitalization, unemployment insurance, and other social services have come about as a result of people endeavoring to do collectively what they were not able to do for themselves individually. I think we have trespassed a long way into those fields which people can, if they wish, do better as individuals than the state can do for them. We are living today in an age when changes take place very, very

rapidly. It's not long ago that we were bombarded by the fact that we, in the so-called free world, were not keeping up with technological development. There has been a tremendous clamor, as you know, in the field of education for more and more education along more scientific lines. That applies of course to your own business of planning as well as to many other things. But when we look at people, and after all that is what we are concerned about, when we look at individuals, when we look at ourselves as individuals, we realize that the one thing we want above all else is individual freedom. You will recall during the War we were told that once the War was over we would have four freedoms guaranteed—freedom from want, freedom from fear, freedom of speech and freedom of worship. I have always argued this one, but while they are all very fine, these freedoms don't go nearly far enough—the freedom that we want is the freedom to be an individual, the freedom to make up our own minds and act upon our personal convictions and put up with the consequences. That doesn't mean however, license to go out and do at will anything that we wish to do without paying attention to how the other fellow feels about it. But I can't help but harp a little, even to the extent of sounding monotonous on this question of freedom of the individual and what it means. It was Patrick Henry the American Irishman, who said, "as for me, give me liberty, or give me death". That's how important he thought was this thing called freedom. Without the freedom of the individual I'm sure that we should not have many of the things we have today, that we thoroughly enjoy, that have become a part of our everyday life, and which take such an important place, as a matter of fact, in our everyday life, that we would hate to get along without them. When we think of men who were scorned to high heaven because they held individual views which differed from other people, we should realize what it meant to them because they had the freedom to ignore criticisms and to proceed with what they thought was best. We think of men like James Watt who was also scorned because he said he could make a machine move by steam, but he had freedom of action and he did just that. We think of men like Thomas Edison who claimed he was a lazy fellow himself and didn't like to run up and down railroad tracks carrying messages, he would develop a means of

sending a message on a wire. He was told by the so-called clever man of his day that he was nothing but a nut. If freedom had been restricted to the point where it is in some parts of the world today, we know what would have happened to him. I can't help but refer to the fact that only in 1917 we had the first complete totalitarian government established where the only freedom existing is the freedom that the hierarchy possesses. Individuals have none, and today 81 countries of the world have the same kind of government. The total loss of freedom is appalling in those countries. We think also of men like the Wright Brothers, of Pasteur and of Dr. Salk.

Now I come to the activities of planners. First of all, you are doing a job which I think each and everyone of us admits must be done. I don't think that anyone with any degree of common sense today would say that the job the planners are doing is a job we can get along without. As a matter of fact, I am quite prepared to say it is something we should have been doing on a more scientific basis many years ago. But I can't help but say that in your activities you are to some extent curtailing the freedom of individuals to do what they might wish to do with their own property. That is why in previous talks to you I have tried to point out that the one thing above all others which I think you must do is to build up good public relations. At the time that I had the opportunity of speaking to you before, I pointed out that we, as a government, were receiving more criticism from the public regarding the activities of planners than any other single thing. That was true. Today, the situation has improved very greatly because I truly believe most of you as technical men have become convinced that the one thing you must do is have better public relations with the people. Now, I think if you were dealing with an exact science, mathematics for instance, the people would accept your dictates much more readily than they do. So many think they have just as good an idea as what should happen to a piece of property as you have, the individual himself, very often thinking in terms of dollars and cents doesn't like to have his toes stepped on, even though we know that careful planning will avoid many of the problems that we are presently facing because planning was not started years ago. During those years that I spoke of, when industrial companies were coming into

being in this Province in such large numbers, and industrial development was taking place to the extent that it was, no one could help but see the need of good logical planning to make sure that such industries were located in the best possible way. There again, you know that you have bumped up against industrialists who will argue with you that the locations into which they wish to go are the ones which suit them better than the ones in which you think they ought to go. Perhaps you do know better but on the other hand, it is really a matter of selling your ideas. As a planner you are not dealing with an exact science any more than the economist in his field is dealing with an exact science. I think that because that is true we have to take and pay more attention to the whims of the public than we would otherwise have to do. I heard a little yarn not long ago, about a young fellow who had graduated from a university in economics and spent about fifteen years out in the professional field. The alumni was having a celebration and he of course came back to meet his old pals. While he was there he looked up the professor of economics under whom he had taken much of his tuition, chatting about the things that they would normally chat about. He said there is one thing I would like to see, he would like to have a look at the final examination that was set for the present students this year. The professor showed it to him, he looked it over and he said, "My golly, those are almost the same questions that were on the paper when I wrote the final." The professor agreed. The ex-graduate said, "Are you not afraid that many of these students would get a hold of some of the answer papers and without much effort be able to pass their examination?" "No. I'm not a bit worried about it, because though the questions are exactly the same, the answers have all changed!" It is certainly true in the field of economics and I think to a lesser degree, the same thing can be said as to your own profession. It is not so precise that you can't give a bit here and there and come up with something just as good as the thing which you yourself thought was absolutely essential. I do want to compliment you on the big improvement as I see it in your public relations. You may ask yourself how do I know? Well, as an elected official, I find that no matter what a planner does or an assessor does or some other civil servant does, (and you are all in that category whether you are working for a

municipal council or a provincial government or a federal government) if the public has a complaint it isn't you that always gets it, it's the elected official that gets it. It's always so easy for a civil servant to say "well, the Government passed this legislation, we are only carrying it out." That's one way how we, the elected officials, find out how the general public is reacting to any program whether it be a planning program or a new assessment program or anything else that might be involved. The public takes the attitude in connection with planning generally, rightly or wrongly, that the planner is always a bit too arbitrary. However, as I say, I have seen a very marked improvement. The complaints that have reached me for instance in the past 12 months are only a quarter of the number which were made to me during the previous year.

At this time we are expecting to have a complete revision of the Act which governs your activities. I know that a great deal of work has been done on it up to this moment. I think we have to make sure that we have it as simplified as we possibly can—that we have it simple enough for the ordinary individual who seldom reads a piece of legislation to be able to understand what it is we are attempting to do and say. I think it is up to us after the new legislation is passed, as a Government, as municipal men, as a group of planners, to go out and try to do a good selling job in every conceivable way that we can. To let the public see that we are not their enemies, that we are trying to avoid, if at all possible, the errors that have occurred over the years which were responsible now for much of the debt that we have piled up, and that we have facing us at the present time. I think it's only a matter of us getting together to co-operate, realizing that we have a program that is worthwhile, realizing that we are doing a job that must be done, realizing that as we do it, we, at least, must not give to the people an idea rightly or wrongly that we are interfering with their individual rights for the greater good of the community. It is not an enviable position, nevertheless it is something that I am sure we can do better than we have been doing by building up a complete understanding between ourselves and the public, who we are, after all, trying to serve, and who are the people paying the tax bills.

Again I want to say in closing that I compliment you for the changes that I personally have seen taking place much for the better and I believe that we are now on the way to convince the public that planning is a necessity. I am quite sure that we can preserve their good judgment and go along to better things. Thank you very much.

Mr. Holloway—Thank you very much Mr. Hooke, your remarks as usual were very much to the point and very well put. The next speaker on our program ladies and gentlemen, is Mr. Noel Dant. I'm not quite sure what he's going to talk about. He has to make some opening remarks according to the program and he has minus two minutes to do it in!

Mr. Dant—Thank you Mr. Chairman, ladies and gentlemen. I don't know what I can do in the short time of minus two minutes—possibly sit down immediately! This I did once before at another conference, with mixed cries from the audience of "bravo" and "shame"! However, I feel you do want me to say something so I propose very briefly to give you a quick run down on some of the planning highlights in this Province during this last year. First of all, I would like to remind you at the end of last year's conference it was decided to have a program committee to which answered questionnaires were to be sent as to the venue of this year's conference and comments how we could better the program this year. Although the response wasn't as large as hoped, the majority preferred to hold this year's conference in Edmonton. Personally, next year I would like to see it held other than in Edmonton or Calgary and taken around to different centres.

We have had some quite favorable publicity in this Province recently—those who have read the papers or had been to Halifax recently would have seen the headlines with Alberta Regional Planning held up as a model on this continent. For all our shortcomings, of course, we love to hear these words because in our hearts we believe them and particularly when they are made by informed people residing outside this Province. Similar remarks were made to me personally during the recent Resources for Tomorrow Conference in Montreal. Other things which you will

probably hear more about is the formation of the new Canadian Council of Urban and Regional Research which is just getting underway. I would also like to invite you to our new provincial office which is the old Sun Building on 108 Street and 104 Avenue and where at last we have been able to get more adequate space, almost double what we had before. We've lost a few familiar faces at the conference this year and we have gained a few new ones, and so, as possibly some of these new comers aren't too well known to everybody here I would just like to introduce the newcomers. From Newfoundland we have gained Mr. Roy Balston who now heads the Medicine Hat District Planning Commission. Roy had a colleague in Newfoundland by the name of Allston, and this Allston and Balston business got so worrying that people began to call them by their Christian names but got them muddled up and called Roy, John, and John, Roy. Roy mentioned this to me as being one of the reasons why he came to Alberta, —to get away from this confusion of names, but I had to politely remind him that his new chairman's name was also Roy, so I don't know what degree of confusion he is in now! Then we have Len Milne, who has just recently joined us last October from Burlington in Ontario, and who now heads the Peace River District Planning Commission. We have lost Bill Brown who resigned from the City of Edmonton and has gone to C.M.H.C. at Ottawa where I understand he is quite happy. In his place in a sense, we have a new Commissioner of Planning in the City of Edmonton, Geoffrey Hamilton, whom you will hear later on in this conference, and Bill Hardcastle now has the quite attractive title as Chief Planner for that city. I don't know if that's a promotion or not, perhaps he will be able to tell us later. Then we had a temporary guest earlier this year from Korea, Mr. Lee Choo Hoon who was on a United Nations Fellowship. He was with us for about three weeks. Following one month's intensive course in English and which he couldn't speak a word when he first arrived on this continent, he was sent down to California for a month just before coming to us. I have it from someone who was leading his studies down there, that in spite of his little knowledge of English, he soon made good use of it, if not in the planning sphere, at least going down to the race tracks and making a pile in the process! I don't think there were any horse races going on in Edmonton at the time he

was here otherwise there might have been a hole in his studies. He obviously enjoyed his stay here. Members of my staff have had one or two letters from him back in Korea and he certainly intends to maintain contact.

Mr. Hooke has referred to the rewrite of The Town and Rural Planning Act—all I need say at this time is that the first preliminary draft is complete. We have found it necessary to include several sections of the Subdivision Regulations Part I and put them in the Act where they should have been originally. This will mean a complete overhaul of the Subdivision Regulations themselves.

Also our office has introduced this year what we call a standardized Interim Development Order and By-law, and which some municipalities have already adopted. We think this is a highly desirable vehicle in its standardized form. There are four separate alternative appendices at the back of the by-law depending on the choice that the local municipality wishes to have in its planning organization. They just adopt any one of the four they wish.

Regarding the cities' General Plans, the race is really on. Edmonton this year has adopted a good half of its General Plan. I understand that Calgary intends to unveil its General Plan very soon and there may be some of you who have been lucky enough to receive copies of the first three parts of the General Plan for Lethbridge prepared by the Oldman River District Planning Commission, three out of, I understand, nine parts, an extremely impressive document. This is all very good and competitive—we are still in doubt as to which city will win the blue ribbon for having the whole of its General Plan adopted first.

We have seen the creation of the New Town of Whitecourt this year, also the creation of a new Local Authorities Board which we planners will inevitably come into relations with in cases of annexations and amalgamations. Very briefly, and without stepping on the toes of the Chairmen, who will be giving you a fuller report this afternoon, the Provincial Planning Advisory Board in this seven month period up to now have issued already

524 Board Orders. This represents a 60 to 70 percent increase over the same period last year. A very brief word about the exhibits. I thought last year that we would never see a better show, but I'm almost willing to believe that this year is better! They weren't all in position on the screens when I left to come up here this morning but from what I have seen and studied this morning, I think we have a really excellent show. Certainly those of you who have color films in their cameras should take a few shots of the colorful exhibits. Please do if you can, spend a few minutes really looking them through, not just a casual visit, but really studying the plans and drawings. There are some very important facts which have never been presented before have come to light. I compliment those who have prepared these exhibits.

Lastly, we have made a slight change in the program of the Conference this year from last year, we are not having any simultaneous work shops. There were several comments last year that certain of the delegates wished to attend all the seminars. For better or for worse, we have decided this year that everybody can, if they wish, attend all the work shops, and which will not be held concurrently. It is questionable whether the size of any one group attending such seminars this year will be too big, but at least we thought that we would give it a try to see how it works and learn for next year. The program itself, I think you will agree, has a most balanced array of interesting personalities on it. Very briefly, in summary—there are two ministers of the Crown, there is one M.L.A., one Deputy Minister, two mayors, one city council member, two city commissioners, six members of the Provincial Planning Advisory Board, three Alberta Land Surveyors, two members of the Alberta Land Institute, one member of the Edmonton Real Estate Association and one member of Imperial Oil Company, not to mention ten staff members of the different planning bodies in this Province. With that I will leave you and hope that your enjoyment of this Conference will be because of your participation, most instructive and constructive. Thank you.

REPORT ON CURRENT WORK BY THE CITIES OF CALGARY AND EDMONTON AND THE DISTRICT PLANNING COMMISSIONS

(a) THE EDMONTON DISTRICT PLANNING COMMISSION

Mr. F. J. Mitchell (Chairman of the Commission)—The population growth of the urban areas continued at a high rate, with the metropolitan area now having a population of some 330,000 and the district a population of some 390,000. Rate of construction, which showed some decline in the latter part of 1960, has increased substantially in 1961.

Of note from a district point of view, was the impetus of residential and commercial construction in the New Town of St. Albert and the Town of Leduc, and additional industrial development in the Town of Fort Saskatchewan. The Hamlet of Sherwood Park continued a steady rate of growth.

During the year, significant progress was made on the municipal and district planning levels. Of major importance was the decision to proceed with and the work done on the Metropolitan Edmonton Transportation Survey.

This study is being carried out by the Edmonton District Planning Commission, representing the City of Edmonton, the Towns of Jasper Place and Beverly, the New Town of St. Albert, the Municipal Districts of Strathmore, Stony Plain and Leduc, the County of Sturgeon, and the District Towns of Stony Plain, Fort Saskatchewan and Devon. The Provincial Government is participating and is represented on the study by Noel Dant of the Department of Municipal Affairs, and three representatives from the Department of Highways. Qualified traffic consultants have been retained.

The objectives of the study are to gather data to determine the needs and provide for a program of immediate and long-range improvements of transportation in the Edmonton District, with a view to the efficiency, convenience and economy of the transportation network.



THE EDMONTON DISTRICT PLANNING COMMISSION EXHIBIT

The study will encompass all aspects of transportation requirements for a 20-year forecast period and will include traffic, transit and parking. It will be related to and integrated with the land use planning. To date, a number of the basic studies have been completed.

Because traffic is related to so many aspects of urban growth, the completion of this study will contribute to the development of the area and a big step forward in the district and municipal plans.

Other regional studies during the year were an extension of the District Lakes Survey to include the M.D. of Lac Ste. Anne; further development of policies on smallholdings, country estate development, and such questions as black soil removal.

Extensive additional contour information obtained by the Commission has enabled more detailed consideration to be given to long-term plans for the Town of Leduc and the Town of Fort Saskatchewan.

The District Water Supply Study was distributed to Commission members and to various other interested organizations and individuals. Since it dealt with supply, treatment, estimated future demand, agreements, costs, and touched on such matters as fire protection, quality, and existing and possible future problems, it provides a useful source of information and reference in formulating a district water policy.

Study and survey work was completed for consolidation and amendments of the Metropolitan Part of the Preliminary District Plan. The Plan was adopted by the Commission and approved by the Provincial Planning Advisory Board on July 19, 1961. It represents the decisions agreed to by the municipalities for major land use and sequence of land use for a minimum fifteen year period. It provides a co-ordinating framework for the various municipal zoning by-laws or decisions on land use. The Plan also has achieved some agreement of the various municipalities on such questions as long-term use of the river valley and contains control measures with regard to air and water pollution.

With regard to controls on air and water pollution, members of staff have attended the very informative meetings of the Alberta Research Council Advisory Committee on Pollution, and the Commission has maintained the closest liaison with the Provincial Sanitary Engineer.

During the year a number of the District Towns have undertaken studies and programs for major utility improvements and expansion; this included a new water supply system for the Town of Morinville and the relocation and expansion of sewage lagoons for the Towns of Devon and Leduc. The Town of Fort Saskatchewan gave detailed study and consideration to a reliable long-term water supply. These projects are essential to the development of these towns and of assistance to the District in realizing a policy of balanced decentralization.

On a municipal level, besides the strides the City and the Town of Jasper Place have made towards completing their zoning by-laws and the extensions made to existing zoning by-laws by the Towns of Leduc and Devon to include newly annexed areas, the most significant development is the trend towards better services, greater variety in residential development and indications of greater civic pride and concern for the quality of the environment. Such projects as homes for senior citizens in the Towns of Jasper Place, Leduc and Stony Plain and the Hamlet of Sherwood Park, the proposed hospitals in the Towns of Leduc, Stony Plain and Jasper Place, and the library in Jasper Place are providing more accessible decentralized services. This is a very desirable trend. Similarly, the provision of a wider range of housing types to meet various income and family requirements is a step forward.

On the matter of quality of development, the interest which the architects of the area have taken in urban design and the work the City is doing on its civic centre are indications of increasing concern for quality. The extensive landscaping and planting program being undertaken by the New Town of St. Albert and the fine beginning on the first of its civic centre buildings indicates that the District Towns are equally concerned with quality.

A development which may be of increasing significance to the whole area was the formation of the Edmonton Area Industrial Development Association. This decision to combine the resources of the municipalities within the boundaries of the Edmonton District to promote industrial development should be of great value in encouraging the very essential industrial growth. The Commission and the Board will be of great assistance to one another and the indications are that close contact will be maintained.

During the year three municipalities have become members of the Commission, the Municipal District of Lac Ste. Anne, the Village of Spruce Grove and the Village of Entwistle.

With regard to annexations and amalgamations in the metropolitan area, a number of proposals which have been under consideration for several years are nearing definite conclusions which will remove some of the uncertainties which were present.

As in previous years, the Commission has engaged in various activities to promote a fuller understanding of district planning work—talks at conferences, on television, distribution of studies, maps, reports, and support to the Community Planning Association of Canada. Of interest was the attendance of the Commission staff members at the Resources for Tomorrow Conference recently held in Montreal, the conference dealing very comprehensively with renewal resources and giving specific consideration to regional planning.

Although much remains to be done, many developments during the year are encouraging, and the regional approach to planning, despite its problems, is proving increasingly valuable.

(b) CALGARY DISTRICT PLANNING COMMISSION

Reeve J.L. Bull (Chairman of the Commission)—Last year the Calgary District Planning Commission Report was delivered by Mr. C.M. Young of High River. Mr. Young had been our Chair-



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man for just a few days having replaced Mrs. Mary Dover, who had retired from Council of the City of Calgary. This year the Report is being delivered to you by myself, Mr. J.L. Bull, Reeve of the Municipal District of Rocky View, who has been the Chairman of the Commission for only a few days following the retirement of Mr. Young from the Council of the Town of High River.

In view of this history, it is interesting to speculate as to whether I will be on the Council of the Municipal District of Rocky View next year.

Last year Mr. Young commented on our difficulty in obtaining and keeping qualified technical staff. This problem is now solved, but now it seems that we have one of finding and keeping our Commission Chairmen.

In choosing material for its progress report, our Commission has decided again this year to mention only a few matters that have been significant in its planning work in the past year. These we have kept to three in number.

Firstly, I wish to mention an achievement of the Village of Cochrane, with a population of 827, located 20 miles west of Calgary on the main line of the Canadian Pacific Railway, adjacent to the Bow River. Because of gas export activity a new sulphur extraction plant is being built fourteen miles west of Cochrane, using raw gas from the Wildcat Hills Field.

The employees of this plant are being encouraged by the planning policy of the Municipal District of Rocky View to live in Cochrane. In order to accommodate these people, Cochrane has gone into the land development business to a degree which is fully as complete and progressive as one is accustomed to finding in the cities and some of the larger towns of this Province.

In order to get full financing benefits under The National Housing Act, firstly for land development costs and secondly for good mortgage appraisals for the working people who will be

building homes, the Village is subdividing an entirely new area. The Commission has prepared a subdivision layout for 250 lots and Central Mortgage and Housing has approved prepaid utilities including sewer, water, paved streets, curb and gutter, underground power and telephone and the paving of 1,000 feet of access road from the Highway into the subdivision.

The Village has employed a qualified land appraiser to establish values and the Planning Commission has prepared a complete land sales and purchasing process. This includes a building and sales covenant requiring that development on any lot sold be undertaken within an agreed period of time or that the lot be forfeited to the Village. This will discourage speculation. The first stage of this development comprising 50 lots is underway, and 30 of these lots have been sold and work is progressing.

The new area has excited new interest within the Village itself and it also appears that because of the development's progressive features and view, it is attracting some interest from Calgary, twenty miles away.

The Commission feels that this is a fine example of the way in which a small urban centre can move to meet a sudden expansion program. Instead of having spotty development with low mortgage appraisals, it will have a fully developed area with high appraisals at no expense to the Village. In addition there appears to be little doubt in this particular case that the Village will make at least the usual land development profit on the deal. The Village's total assessment base will be raised considerably and so will its capacity to borrow for other necessary improvements throughout its territory.

The second and third matters which I wish to discuss have to do with the increasing influence of the growing City of Calgary on our rural areas. In neither of these cases has the Commission achieved any significant conclusions but it has devoted considerable discussion to the matters in both its regular and Committee meetings. I have put these matters to you as problems rather than as achievements.

Firstly, both the Commission and its rural municipalities are becoming alarmed over the effects which are bound to arise from the indefinite creation of 20-acre parcel subdivisions in agricultural areas.

In our Commission area there are adequate locations set aside where five-acre parcels are permitted. However, we are finding that the bulk of our applications are to create 20-acre parcels. These are becoming scattered widely around the City and in particular south of the City of Calgary.

The problem arising from these parcels is that they are not really agricultural parcels since in our district 20-acres is not an economic unit. On the contrary, they have the effect of removing from agricultural production tremendous areas of land which in most instances are really only required for country homes.

In addition, once a farmer has been encouraged to create one or two of these parcels for the sake of ready cash, which he may well need, he later finds that the economic size of his farm unit has been reduced. As a consequence he must acquire land nearby, or face a lowered standard or return from his operation, or continue selling parcels as he can.

Nevertheless, these 20-acre parcels achieve for us one thing specified in The Town and Rural Planning Act, and that is a low population density related to one dwelling on one parcel of land. However, because of the foregoing things I have mentioned and because they are scattered all over the countryside, they raise other problems of both municipal and school costs.

The Commission's approach to this problem is still undecided. However, we are wondering whether some way can be devised of allowing very small parcels of perhaps an acre or half an acre in size for country home sites, and still maintain an overall low population density. Could these parcels be created in clumps or hamlets and the number be related to an overall population density in any particular district so that the development will be orderly?

This is put forward as a problem and we wonder if any one has an answer.

The next item arising out of large urban influence is that of recreation. In our Calgary area lake frontage is at a minimum. The largest body of water is the Ghost Lake Reservoir where the water is cold and the wind blows hard, and the lake front is all reservoir right-of-way, thus making it largely unattractive for cottage development.

As a consequence, various kinds of recreational outlets appear to be developing. Firstly, we have the large, organized, artificially dredged swimming hole adjacent to rivers such as the Sheep Creek, the Elbow River, and the Bow River. Our rural municipalities have found that in order to control these operations they have had to require the operators to enter into Covenant Agreements restricting the number of different uses that may be established in such developments.

One of these recreational parks, called "Happy Valley" and located four miles west of Calgary, and using the Trans-Canada Highway as main route, attracted on one Saturday and Sunday a total of 21,000 cars. You can well imagine the effect on the Highway. To this date, this development which was started last April, has cost one million, eight hundred thousand dollars, and it is not nearly completed. We do not expect too many developments of this extreme nature but you can readily see that the recreational thirst of the City population has already developed to the point that it is a big business in more ways than pure summer cottages, picnicking and so on.

I might add that the Municipality is most thankful that it has a Covenant Agreement filed on the land because it is only through the strength of this that the Municipality is able to keep up with and exercise any control whatever over the enthusiasm and speed of the developer himself.

In the matter of general recreational land and the provision of summer cottage areas, the Commission has been trying to

establish some criteria governing the location and size of summer cottage hamlets. The municipalities find that if these are too close to the City or an established town or village, they tend to become inhabited by permanent residents. This is not the intention of summer cottage hamlets, and in addition the average summer home is not constructed for permanent occupancy and it does not bring in a tax return justifying permanent occupancy. The result of course, is low quality development, strain on municipal administrative capacities, and uneconomic urban concentrations.

This problem is of particular concern along the Trans-Canada Highway where it goes through the Bow Valley at Canmore on the way to Banff. The Commission suspects that with the growth of Calgary, the increase of tourist traffic when the Highway is improved through to Roger's Pass, the attractiveness of the area for retirement purposes, the accessibility to Calgary, and other factors, that any summer cottage hamlet started in this area today will almost assuredly become a permanent settlement in the near future.

In tackling this problem, the Commission feels again that the answer may lie in providing for a restriction in the maximum number of lots allowed in any such hamlet. This could only be achieved by a restriction of the future subdivision of adjacent land. Perhaps in this case, as well as in the agricultural parcel case mentioned above, the solution can be related to an overall population density as represented by a concentration of lots in any designated area.

The Commission feels that it is implicit in such a measure that in the progress of time, changing requirements would have to be taken into consideration so as not to create under today's conditions development which might well be sterile under tomorrow's conditions.

At this point I draw attention to this Commission's exhibit which shows what we feel to be a progressive and realistic approach to the subdivision of recreational land and its preservation as a national, and not an individual heritage.

And now, Mr. Chairman, ladies and gentlemen, I bring to a conclusion our report for this year. We feel that in the Cochrane development we have one example of a real achievement of principle for small urban municipalities. In the latter two matters we have concentrated considerable time and thought although we have reached no satisfactory or orderly conclusion. Nevertheless, in putting these subjects forward to this Conference, we feel that they better represent the progress of work of this Commission than would a mere repetition of our administrative program.

The Calgary District Planning Commission hopes that out of the deliberations of this Conference will come some of the help and guidance that we very much need.

(c) PEACE RIVER DISTRICT PLANNING COMMISSION

Mayor Harrington of Wanham (Chairman of the Commission)—It is not my intention, in this address, to dwell on the activities of the Peace River Commission during the past year. Suffice to say that in the early part of the year—by a strange coincidence, the last day of our financial year—our administration offices, which were located in the City Hall of Grande Prairie, went up in smoke! This fire destroyed a certain amount of our records and planning material, and consequently, a great deal of our staff's time has subsequently been utilized in the replacement of maps, drawings, etc.

In addition to this setback, and very shortly thereafter, the Commission lost the services of its Planning Director (Mr. Clegg). This gap in the ranks, lasted until only a month ago, when our new Director (Mr. Len Milne) was appointed. I must at this stage, pay tribute to our Secretary-Treasurer (Mr. Thomson) for the very excellent services he performed during this difficult and trying period. He somehow managed to keep the Commission's work flowing smoothly; relocate our offices in a new building; and organized the replacement of the materials lost in the fire.

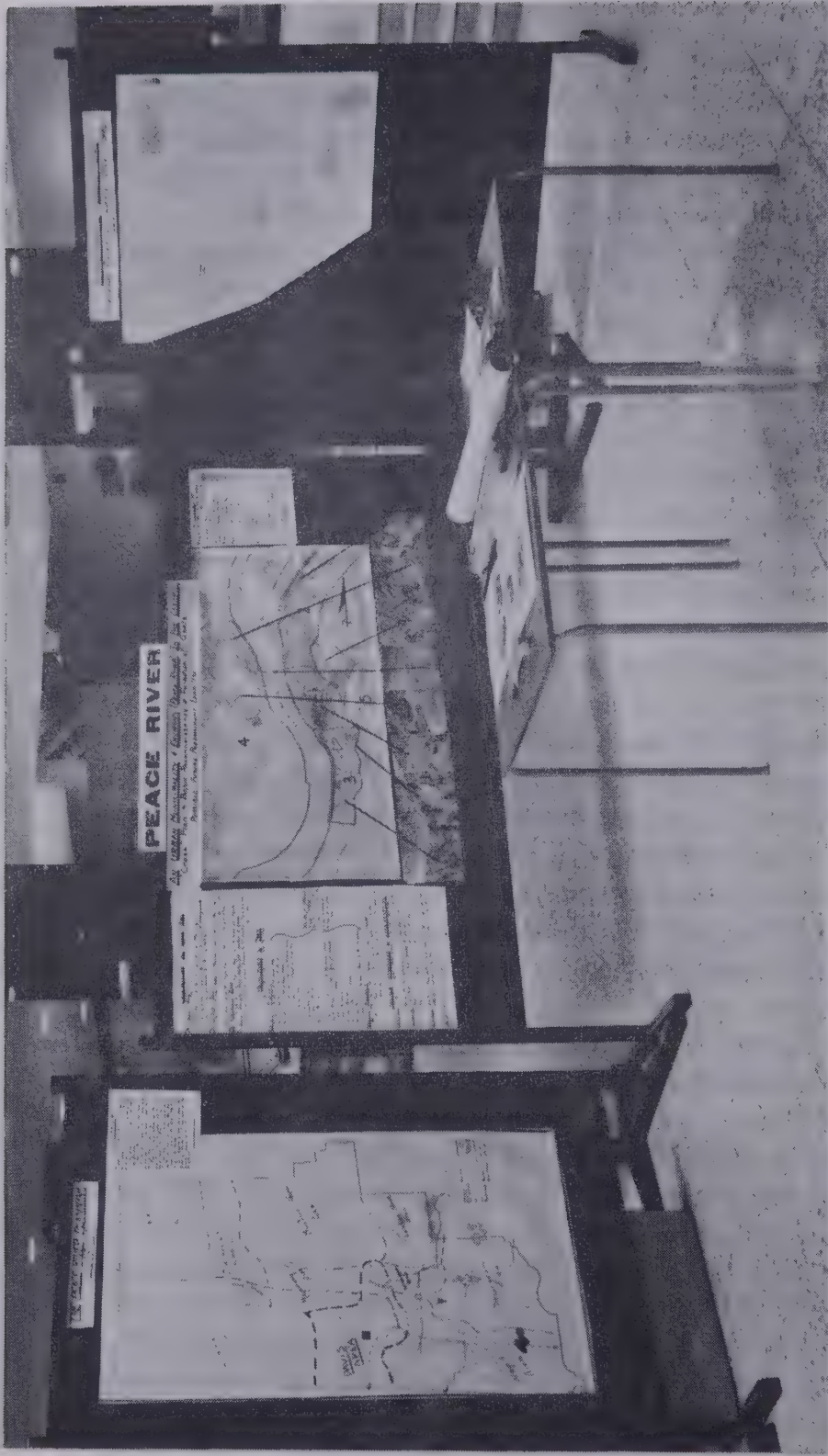
These harrowing experiences are now so much water under the bridge, and our Commission, although perhaps still slightly, looks

forward to the coming months with a great deal of enthusiasm.

We have circulated through our district, a document which sets out and explains briefly the organization and the operation of our Commission. It is hoped that through this document, people will become more familiar with the system under which the Commission operates, its methods of conducting its affairs, and the relationship between the Commission and the member municipalities.

With a view to alleviating the difficult planning situation, occasioned by the shortage of professional staff, and the time distance factors involved in the Peace River District, we have with the co-operation of the Department of Municipal Affairs, made arrangements to have a sub-office opened in the Provincial Building at the Town of Peace River for a period each month. This, we hope, will establish a much closer liaison and "on the spot" advice and assistance to that part of our district, being the general area in the vicinity of Peace River.

We, as a Commission, are becoming increasingly aware of our responsibility to deal with matters of regional planning policy, in addition to the routine administration of subdivision control, which must of course go on. Many large and important developments are in the mill for the Peace River District, and without co-operation and co-ordination, many individuals and agencies, both public and private, and all experts in their own fields, will go merrily on their way to creating an overall shambles. The latter statement is equally applicable to the municipal planning level. Without criticizing the sincere and dedicated planning efforts of many people in the past, we feel that the time has now come when the fact must be faced that by-laws, masquerading as general plans, are not good enough, and that some emergency measures must be taken if a potential planning disaster in the Peace River District is to be avoided. In this connection, we are presently considering the possibility, with we hope, the co-operation of the municipalities concerned, of a crash program for the production of "crash" general plans for the larger urban concentrations in our district, and also the undertaking of the



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preliminary studies required for an "interim" regional General Plan. We are of the opinion that these are prime requisites at this time. We are fully aware that the "crash" general plans which would be produced, would not be the fully documented and illustrated tomes which might be desired. Such tomes would not be possible within the limits of time, finance, and staff. They would indicate however, in broad general terms, the approach to planning, which each municipality would be wise to consider. They would also act as an interim guide to development, and would also point out the relationship of by-laws to the plans.

In this way then, our Commission hopes to further the understanding of the necessity for planning, and at the same time, alleviate the growing problems until such time as staff and money are available to produce comprehensive general plans, fully documented, and being the creative and co-ordinative effort of the various public and private agencies. A quote which is particularly applicable to the Peace River District is this. "Make no little plans, they never impressed anybody".

Our exhibit in the display area is perhaps unusual in that it does not demonstrate any fine drafting techniques, but it does indicate by the actual working sheets, "the bones", and the tentative thoughts behind the production of crash plans.

(d) BATTLE RIVER DISTRICT PLANNING COMMISSION

Mayor J.E. Pike of Wetaskiwin (Chairman of Commission)—In my report to last year's Conference in Calgary, I appeared as a freshman, full of ambition and aware of some of the early problems that could be expected. Today I am here as a sophomore—still full of the same ambition but even more aware of the problems that arise and tend to multiply as the course progresses.

The principal change in our operation during the past year was the responsibility that devolved upon us on April 1st of this year when the Commission was granted the subdivision approval authority. Since this date the Commission has processed 112

applications, of which 100 have been approved. Of the remainder only 2 have been the subject of appeal to the Provincial Planning Advisory Board and in each the Board has supported the Commission's decision.

During the past year, the Commission and its staff have become more acutely aware of the one great problem which must surely assail all planning offices—the necessity to provide immediate answers to imminent problems without having adequate time to produce the long term plans within which these answers must operate. In an attempt to enjoy both worlds the Commission has continued its survey program of relevant statistics of all phases of the life and activities of the Commission area. In this regard I would like to level a criticism at those concerned.

Any General Plan, in order to be effective and acceptable, must be based on the broadest base of statistical analysis that is available. The task of collecting the information is a time-consuming and costly operation if it is to be conducted from root source. There are however many groups, both public and private, who already, by legislative requirement or economic interest, have collected much data of use to a regional planning authority. Much co-operation has been sought and achieved but several of the public authorities are skeptical of providing the Commission with available information. The consequence expense in both money and time by the Commission staff is thus merely duplication. Surely there must develop an awareness that all of the activities of an area contribute to the background necessary for a Regional General Plan. We look forward to fuller co-operation between the Commission and single purpose authorities when the separate goals merge into the common ground of regional planning.

Let me now leave this matter in the hope that time will be a great healer. Part of the Commission staff is permanently engaged in gathering all of the available data on our whole area, urban and rural, manufacturing and agricultural, educational and recreational, developed resources and those still lying untapped both on and under our soils. We feel that in their present state of development, our urban places are basically marketing and

service centres for a large and very productive agricultural and natural resource area. We must know, in order to plan our urban centres, just how our rural hinterlands are likely to develop and change.

During the year much work has been carried out in our urban centres to provide for their growth and development. Advice has been given on subdivision design, the general development of an integrated land use pattern and the thousand and one day to day problems of the growing centre. Some problems have been encountered in the controversial subject of annexation and we feel that a joint urban and rural understanding of the attendant problems is now developing.

If I may now look forward—we hope to have the majority of the survey and analysis of our urban centres and their environs completed during the coming year and to have our rural survey work at least at a stage where its implications can yield valuable background material for our District General Plan program.

We are all aware that to produce such a plan is a long and arduous task and that once completed, any plan will need regular and constant revision in the light of our changing times. In conclusion I can do no better than to quote Lord Balfour of Burleigh: "Planning means Direction; it does not mean Dictation. Planning will develop in relation to the intensity of search and sharing of knowledge and experience. There will never be one final completed national plan. There must be flexibility to meet changing circumstances. The plan will develop as a result of patient co-operation, careful experiment and just administration, based on a knowledge and understanding of the facts."

(e) OLDMAN RIVER DISTRICT PLANNING COMMISSION

Mr. R. Turner (Chairman of Commission)—While I have nothing spectacular to reveal today, I am nevertheless proud to report that the Oldman River Planning Commission has had its best year yet. The Commission members and I did our parts nobly—we kept



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out of the way and let our professional staff work in comparative peace. Our city council and our newspaper also found new games to play and took the spotlight off planning. One of these new games was an inquiry into the matter of priority of subdivisions. In his summing up Judge Edmonson stated that he was most impressed by Mr. Sid Clarke, our Director of Planning, and with the manner in which he performed his duties.

The highlight of our year's work was the publishing of Part III of the General Plan—The Analysis of the Survey. I think I have read most of the written productions of the City of Lethbridge and I would say that this book is the greatest written work yet produced in that city. It has not had time to become public knowledge yet but when it does it will do more for Lethbridge and for planning than most of us would have thought possible.

With respect to more routine matters I might report that we have streamlined our budget - techniques, almost finalized our pension plan, and have kept up a column in the Lethbridge Herald under the title "The Good Earth".

Our membership is the same as last year—we did not seek new members and we lost none of the old ones.

We had some changes in staff—Dr. Hornsby, our deputy director was lured to Boston by a very attractive offer. His loss will be felt for some time. Two new associates were taken on and we now have a complete staff.

Our chief problems arose from such things as: the failure of Interim Development Control to cope with development in the fringe area around the City of Lethbridge; the rapid growth of Pincher Creek; the pressure towards subdivision of farmlands near the city; lack of a clear cut uniform policy on the taking of public reserves; and highway location in Nanton, Coaldale and Fort Macleod.

This matter of highway location promises to bring lots of trouble in the future. It appears that the Department of Highways

does not at present recognize District Planning Commissions. Now a District Planning Commission is a creation of several municipal councils and is thereby qualified to express the wishes of the people of the area it serves. In addition, these commissions employ a very highly qualified staff of planners, who, in their own right have considerable status in the field of highway development. Yet the present situation seems to be that a small town has more prestige and more right to be heard by the Department of Highways, than has a District Planning Commission.

Before a commission such as ours can work effectively in Regional Planning it appears to me that some efforts should be made to establish a free interchange of ideas between our Planning Commission and the Department of Highways. Surely our responsibilities for the development of our region entitle us to the right to participate in highway location.

I close this report with a tribute to Mr. Sid Clarke and his staff for their excellent work and with the hope that we can benefit from their services for many years to come.

(f) CITY OF EDMONTON

W. Hardcastle (Chief Planner)—The year 1961 has been an important one for the City of Edmonton. It has been a year of progress under a considerably revised organization. The highlight has been the preparation of a Zoning By-law for a large part of the City, which has been the subject of an immense amount of work by the City Planning Department, the City Legal Department and the Planning Advisory Commission.

We believe that the Zoning By-law represents so far as it is possible at the present time to ensure the most workable and logical approach to the problem of effecting orderly development, promoting and protecting individual rights and property values and ensuring that redevelopment proposals are in the best interests of the whole community.

The new By-law comes into effect on the 28th of November, this year, and it is hoped that the necessary changes in organization which have been planned will enable administration of the By-law to proceed smoothly. The Zoning By-law represents considerable work towards the establishment of a General Plan for the City, and, of course, the By-law is intended to implement the parts of the General Plan which have by resolution of City Council and the approval of the Provincial Planning Advisory Board been adopted under the provisions of Section 71(a) of The Town and Rural Planning Act.

Considerable progress has been maintained on the preparation of a comprehensive General Plan. Most of the past year has required research and analysis on the problems of detailed zoning for post-war developments, both residential and industrial, and also zoning for the river valley. A large number of essential basic surveys have been completed upon which future planning policies and proposals can be firmly based. Residential Land Use Analysis is complete and tentative solutions to the problems of aging residential areas in process of density transition are being explored. We are currently engaged upon the preparation of data for the traffic and transportation study of land use including population densities, employment statistics, as existing within the City and as proposed by 1980. The estimating and planning for future land requirements and development by 1980, is, in fact, the substantial work of the General Plan, and it is particularly appropriate and opportune that this be done in conjunction with the traffic study because of the ultimate correlation of land use and traffic. It is also fortunate that the results of the Federal Census will be available toward the end of 1961, otherwise for the most part reliance would have to be made on 1951 figures for many aspects of the General Plan. Close co-operation with the Edmonton District Planning Commission is being maintained, particularly in respect to amendments to the Preliminary District Plan and the planning of the metropolitan area.

LAND USE—Residential

In order to make projections of the estimated demand for all



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classes of residential accommodation within the period of the plan, studies of past and present trends have been undertaken; percentage of dwelling types to total dwelling units in the city; annual percentage increase in each dwelling type and the percentage increase since 1944 and tentative projections therefrom to determine the number and variety of accommodations required to house the estimated metropolitan population increase.

Special studies and reports have been made on multiple occupancies. The Senior Planner visited the Vancouver City Hall to investigate enforcing systems on illegal occupancies, particularly in one-family dwelling districts, and recommendations on this aspect were subsequently made to City Council. Preliminary work has also been done on the study of housing conditions and overcrowding as a factor in the deterioration of residential areas, and a draft Housing Code on this important matter is now being prepared.

A number of residential land use analysis have been completed including the mapping of two-family dwellings based on assessment records; the mapping of petitions for two-family zonings and a variety of other matters which will determine the best suitable low density zoning for the older residential areas of the city.

Future apartment zones have been considered and work so far advanced includes the plotting of apartment districts as zoned in 1933, the acreage so zoned; and population contained within the zones; the percentage of apartments in comparison with other land uses; evaluation of maximum densities, trend map for apartment developments by location and type of apartment. A report and recommendations were subsequently submitted and approved by Council for medium and high density apartments, the low density zone being covered by the proposed zoning by-law. Intensive area by area studies are currently being undertaken to determine future residential zoning within the pre-war residential areas.

—Commercial

During the summer of 1960 a Central Business District survey was carried out for the purpose of: (1) determining the boundary of the Central Business District, (2) assessing the present intensity of business development in the Central Business District, and (3) determining those uses which contribute and those which do not contribute to the efficiency and well-being of the Central Business District. This study will assist in formulating policies regarding land use within the downtown area and determine space and density controls under a zoning by-law.

The method used to determine the Central Business District boundary was a modified version of the Vance-Murphy system based on blocks having property values within five percent of the peak land value at 101 Street and Jasper Avenue, modified by percentage of existing floor area uses devoted to true Central Business District Uses. The survey data collected during the course of this study will be used by the Traffic Consultants to determine existing and proposed traffic patterns within the downtown area.

Analysis of commercial trends and location characteristics of shopping facilities are receiving continued study to determine policy under the General Plan, and control through zoning. Fluctuations in shopping habits, purchasing power, land speculations, locational and market boundary fluctuations have made future developments in this field difficult to predict.

—Industrial

The classification and location of existing industries within the post war industrial estates was completed during the preparation of the zoning map and determined the district zoning.

Attention is now being given to future industrial zoning, particularly long-established industries where problems exist through poor location and accessibility, noxious processes or untidy storage, overdevelopment and proximity to residential areas. In some cases it will be essential for the industry to remain

and adjacent areas redeveloped for compatible industry. In other cases the industries need to be classified as non-conforming uses, further expansion prohibited and ultimately relocated in more suitable locations.

Close co-operation is maintained with the District Planning Commission on trends, rate of development and future industrial expansion within the metropolitan area. It should be noted that the proposed amended version of the District Plan reserves and allows for ample land for industrial expansion within the foreseeable future.

—Parks and Recreation

In co-operation with the Parks Department mapping was completed to show all parkland administered by the City and the stage of its development. Revision of the 1955 Parks Report is being considered in order that minimum recreation requirements, both active and passive, may be included in the General Plan, related to both population and location.

Particular attention is being given to the River Valley and basic surveys of private and public use, ownership and leasing arrangements are completed.

The major problems in the continuing development of the Valley as an unique lineal park are to clear definition of the development rights of private ownership, a need for acquisition policy related to the availability of public funds and a programmed plan of development. It is probable that some intensively developed portions of the River Valley can only be replanned on the basis of an urban renewal project under The National Housing Act. Great care will have to be exercised in the role of the River Valley in improving traffic movement within the metropolitan area.

—Other Land Uses

A number of studies are being undertaken of various classi-

fiable uses including hospitals and health care, nursing homes, homes for the aged, mobile home parks, rooming houses and cemeteries. In co-operation with the school boards surveys have been completed on all schools located within the metropolitan area. Statistics are now available on location, area, composition and structure of classes and standards of overcrowding. This information has a vital bearing on projected residential densities and as indicators in school deficiencies and obsolescence due to changes in the family composition in particular areas.

—Population Growth

Mapping is completed to show population changes and rate of growth within polling divisions since 1944. By this means direction of growth and population trends are being analysed. This work has been made difficult due to the great number of changes that have taken place in polling boundaries. In later years the neighborhood unit has been adopted as the polling division and this is a considerable aid for planning purposes.

Parts of the General Plan which have been adopted by the City Council and approved by the Provincial Planning Advisory Board under the provisions of Section 71(a) of The Town and Rural Planning Act include:-

- (1) Standards and regulations relating to development of medium and high density apartments and the subdivision of areas suitable for such development;
- (2) The programming of urban expansion in order to avoid premature subdivision of land for urban uses in the recently annexed part of the City.

A further resolution is presently before City Council dealing with the future expansion of the University Campus and the development of the North Garneau District.

A further major project now being undertaken is the preparation of a plan for the Civic Centre Area which has been the

subject of considerable research by the Department, and which is also the subject of a study being undertaken by the firm of Webb & Knapp in accordance with an agreement reached with the organization by City Council.

In addition to the matters connected with the preparation of the General Plan the immediate requirements of the residential and industrial expansion have been the subject of extensive design planning through the medium of replotting schemes. Amongst the new residential neighborhoods the following have been registered and development is proceeding:

Lendrum Place, Ottewell, and additions to several neighborhoods already commenced during 1960.

During the past year the City has been enlarged by the annexation in the S.W. areas of some 10 sections to be used primarily for residential expansion. It seems likely also that the Town of Beverly and a considerable area of land in the N.E. part of the City will be the subject of amalgamation orders in the early part of 1962.

Preliminary plans for the subdivision into residential neighborhoods of the south east area have been drafted and work is proceeding towards the detail planning of the area west of the Calgary Trail, south of 51st Avenue.

Although one of the major problems of the Planning Department has been the difficulty of obtaining qualified personnel, and it appears that this problem is going to remain with us for some time to come. The Department has been unfortunate in losing two of its senior staff members during the year, and it has been necessary to place a heavier load on other members of the Department. However, it is hoped that this condition is only temporary and that as technically qualified staff becomes available they can be persuaded to join the City staff.

The Department has been fortunate in having Mr. Geoffrey Hamilton appointed to the Commission Board as Planning Com-

missioner for the City. This appointment, in my opinion, will result in planning within the City of Edmonton being given considerably more prominence than has been the case in the past, and should result in fostering and maintaining the good relationship with the public, which relationship is essential if planning is to be furthered and supported by the public as a whole.

(g) MEDICINE HAT DISTRICT PLANNING COMMISSION

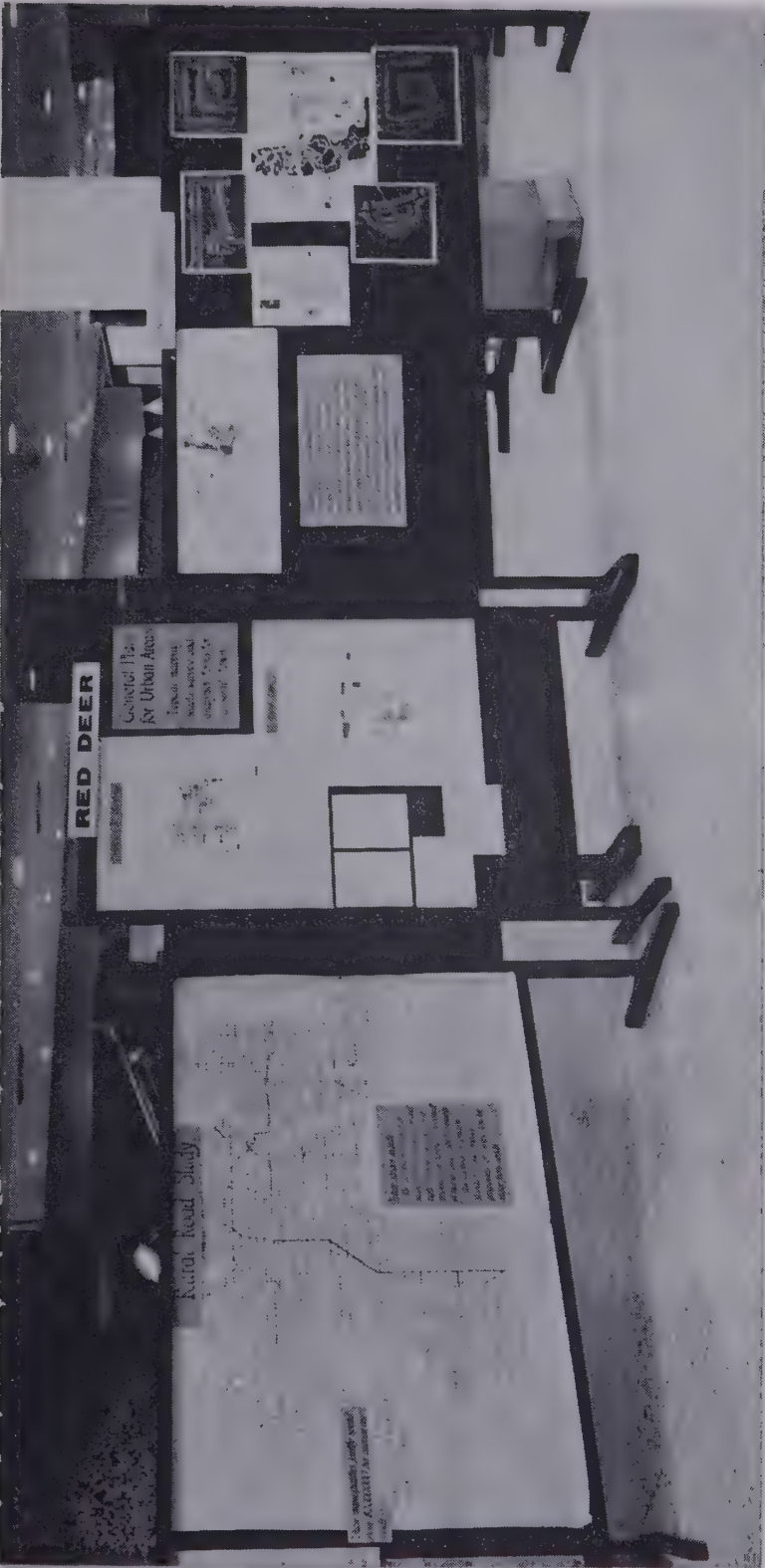
R. Balston (Director of the Commission)—Mr. Balston apologized for only the briefest of reports as he had only recently joined the Commission as its Director after the Commission had been without a Director for over eight months. Accordingly, Mr. Balston had been immersed in reorganization of the Commission's office during the few months he had held his current appointment. He also apologized for the fact that the Commission had not been able to provide any display material for the exhibits this year on the same grounds.

He made the following points in an "off the cuff" verbal report:

(a) The low population of the District as a whole will result in a financial problem in running the Commission.

(b) With reference to his colleague's report from Peace River, Mr. Balston maintained there were some inherent dangers in a "crash" program.

(c) He hoped that at next year's Conference the Commission would be running smoothly again and the Commission would be able to contribute more positively to the Conference.



THE RED DEER DISTRICT PLANNING COMMISSION EXHIBIT

ANNUAL REPORT OF THE PROVINCIAL PLANNING ADVISORY BOARD

Chairman for this Session Mayor G. Repka—I thought that perhaps with your permission, I would make a few initial comments. I am the Mayor of the City of Grande Prairie, and I am also an individual somewhat in a unique position without a city office. As Mr. Harrington had pointed out, it took three plebiscites and a fire for us to get a new city hall, we can put this down to planning!

As you all possibly know, the Peace River Country is a vast area, almost 1/3 of the Province. I won't go into any statistics of the Peace country, because they tell me that statistics are something to us like a lamppost is to a drunk—something to lean on to but not necessarily for illumination!

Without further ado, ladies and gentlemen, I will now call on Mr. Holloway, Chairman of the Provincial Planning Advisory Board.

Mr. Holloway—Thank you, Mr. Repka, I hope the accoustics are better in here than they were this morning. It is my privilege to present a report on behalf of the Provincial Planning Advisory Board covering the activities of the Board during the past year. During the year the Board acquired a new member Mr. Dick Martland, Director of Industrial Development and Immigration of the Department of Industry and Development. That makes a 9-member Board. Mr. Martland was appointed a member of the Board about 6 weeks ago and he hasn't got his feet wet yet, but I'm sure that having him on the Board is going to help considerably in connection with the relationship of industrial development to other development generally in the problems that often come up in connection with it. As some of you know there were some changes made in The Town and Rural Planning Act this year at the last session of the Legislative Assembly. They were not of any great significance, they were mostly minor ones for purposes of clarification and simplification. The main amendments were:

- (1) Section 15—Zoning Caveat provisions were amended to allow Zoning Caveats to apply to any municipality which has no Zoning By-law.
- (2) Section 24(b)—Prohibits the erection of more than one dwelling house on any parcel of land except agricultural parcels.
- (3) Section 71(a)—Clarifies the Interim Development Control procedures.
- (4) Section 80(6)—Allows Zoning By-laws to provide that the off street parking requirements may be satisfied by the provision of land other than the land to be developed, or by a money payment, as well as by providing parking space on the land to be developed. This is subject to certain conditions which ensure that money received by a Council in this way is used for the provision of parking space.

The new Subdivision Regulations have now been working for over a year and will very shortly be reviewed with a view to overcoming some problems of processing applications. We would welcome any comments you may have regarding the operation of these Regulations.

Regarding Development Control the Board has approved new Zoning By-laws for five municipalities, including the City of Edmonton's partial Zoning By-law, and new Interim Development By-laws for six municipalities.

Appeals to the Provincial Planning Advisory Board during the year numbered 114 on subdivision matters under the Subdivision Transfer Regulations, and 147 on development matters, i.e. appeals under Interim Development By-laws, under the Preliminary District Plan of the Edmonton District Planning Commission, and under Zoning By-laws where the Board is appointed as Appeal Board.

Grants from the Provincial Planning Advisory Board to District Planning Commissions and municipalities were slightly

more than last year, being \$184,200 as against last year's \$182,700.

Activities of Staff

The staff now stands at 24 people, an increase of 2 over last year. There are six vacancies, 4 of these for qualified planners. The number of plans processed by this office during the above period was 924, this is down some 60 odd plans from last year. 836 applications were received for approval of subdivision, two-thirds being applications to subdivide by transfer, the balance by plan of subdivision. The processing of applications under the new subdivision regulations is becoming progressively smoother, however, we still have a problem in that demands for better and more service by individuals is greatly increasing the handling time for each application. The Director and staff continue to offer advice to municipalities outside the District Planning Commission areas. The most significant single item here is in relation to Whitecourt. The last year has seen the establishment of Whitecourt as another New Town. The selection of Whitecourt as a location for a new pulp mill will lead to the rapid expansion of the existing settlement, and a general plan to guide this development is presently being prepared by the Director and staff. Meanwhile the New Town Board of Whitecourt has passed an Interim Development By-law, and a member of the Director's staff advises the New Town on day to day planning problems.

Other advisory activities include liaison with the New Town of Swan Hills which has now settled down to the task of solving the normal growth problems of a small isolated oilfield settlement, and with the Pembina Planning Advisory Commission which also is doing good work in a similar area but on a larger scale in centralizing the development in the settlements of its area.

Mr. Repka—Thank you very much, Mr. Holloway.

PANEL SESSION—IS THE FIELD OF LAND SURVEYING BEING INVADED BY THE PROFESSIONAL PLANNER & VICE-VERSA?

Chairman of Panel—Mr. C. Lester, Director of Surveys for the
Province of Alberta.

Members of Panel—Mr. R. Sutherland, Alberta Land Surveyor
Mr. Denis Cole, Director, Red Deer District
Planning Commission
Mr. D. Usher, Alberta Land Surveyor

Mr. Repka—We are a little bit ahead of schedule at this point. If Mr. Lester, the Director of Surveys for the Department of Highways is here, then possibly we can ask him to come up here and I would also like to have the members of the panel come with him. Mr. Lester will take over the Chairmanship at this time.

Mr. Lester—Ladies and gentlemen, when I was asked to act as Chairman of this panel I was just in a little bit of a quandary what to do, so naturally, I did a little homework on the topic before us, and after I got it all compiled I find it would have taken me some two or three hours to get it off my chest. This, of course, wouldn't allow these gentlemen on the panel to discuss the problem at all, so I'm going to reduce this down to a matter of a few minutes, and we will allow each panel member, say, 10 minutes. Since we have a proportion of two to one surveyors to planners on the panel, and I'm a surveyor too, I have to remain impartial on this topic. Everyone looks upon town planning as being something new, and I used to think it was something new myself until I got a surprise when I started digging into some books. Town planning goes back as far as 3000 B.C. ! But I wanted to find out what town and city planning is in its broadest sense. It means the definition of desirable objectives for community living and which are realized through the operation of co-ordinated programs for physical, social and economical improvement of the urban area under public controls. This is not my definition, but that's the closest I can get to it anyway. You can see it's quite complicated! Speaking about the ancient aspects of town planning - in 3000 B.C., it dates the mark of the first

example of town planning on authentic record. The Egyptian city of Khun, worked out a scheme for housing the men who worked on the Yellow River. So you can see town planning goes back just as far as land surveying does. That's right, land surveying goes away back to ancient Egyptian times too. As a matter of fact I think that's when it probably started. Egyptians were masters of mathematics in those days, and actual records of surveys and plans have been found and also the measurements and different instruments that they used for surveying. The only difference is town planning was organized as a profession in the 20th Century. There are many records of town planning back in the 19th Century, such as that which succeeded the great Fire of London, or the Fire in Chicago, - was it Chicago where the cow kicked the bucket over and burnt the barn or something or other? I'm not going to speak any further, I'm already 5 minutes ahead of time. I'm first going to ask Mr. Usher to give us his opinions, then I will ask Mr. Cole, then we will allow Mr. Sutherland to express his views. I will then give Mr. Cole 5 or 10 minutes for rebuttal to balance up the proportion of surveyors to planners! I now call on Mr. Usher.

Mr. Usher—Mr. 'Afternoon' Chairman, Mr. Panel Chairman, Ladies and gentlemen. I would first like to make it clear that any opinions expressed here are entirely my own and no way are they the opinions of the Alberta Land Surveyors' Association.

The panel topic "Is the field of the Land Surveyor being invaded by the Professional Planner and Vice-Versa?" is, I find, a little bit difficult to speak on because in actual fact, I don't think this is the case at all. I don't think the land surveyor is invading the field of the planner, and I don't think the planner is invading the field of the landsurveyor. However, we have the question so maybe there is a problem here and if there is, and if what Mr. Lester says is true, it has been going on for the last 6000 years so I don't suppose we'll solve it today! If this is true, if there is a feeling of professional jealousy, you might call it, between the two groups (surveyors and planners) then I think this is wrong. I don't think there is or should be any friction between the two groups. They are both professional groups, they have one

purpose in mind which is the orderly and economic development of land and if they are to achieve their purpose, then they must work together as a team. These two groups actually are members of a much larger team and this larger team is interested in the development of land. Without pretending to limit the members of the team there are at least five members of this team consisting of the owner or developer, the planner, the engineer, the surveyor and the municipal authority and there are probably many other members of this team also. In this discussion we are concerned primarily with the planner and the surveyor, so I'll limit my remarks to them, although the engineer is also a professional who is vitally interested in this form of work. The planner and surveyor and engineer being professional men, their primary interest or responsibility is to the public, that is their first interest. They can have no selfish interests when they profess to be professional men; the best interests of the public must be first in their mind. Second to that is the interest of their client and any selfish interest must come after this. Therefore, when you have two professional groups such as this, it is their duty or responsibility to do their job to the utmost of their ability; in order to do this when they have the same goal in mind, they must learn to work together. There can be no friction between the two groups. If they are to work together they must be well acquainted with each others' jobs. In other words, if a planner is to do his job efficiently, he must know what the surveyor has to do as his part of the total work. The surveyor's work comes after the planner's. If the planner is to do his job to the utmost, then I think he should know certainly the rudiments of what is expected of the surveyor and the same is true, the surveyor should be fully aware of what the problems of the planner are. Therefore, it is, in my opinion, the responsibility of these two groups to educate themselves either by formal or informal means as to the work of the other profession. In other words, surveyors are required to write examinations on The Town and Rural Planning Act and the planning regulations. This is good, but I question whether it is enough. I think perhaps they should also be required to qualify in some examination on general planning principles. Something beyond just the subdivision regulations, which are very limiting. This would give the surveyors a broader outlook as far as planning is concerned.

I think the reverse is also true. I don't really know what is required of planners in their qualifications but to my knowledge, in Canada planners are not required to learn any survey law or any of the other laws concerning land. This is something which I think should be considered if the planner is to do his job efficiently, and then he should know what the problems of the surveyor are. He is dealing with land, therefore, it would seem reasonable to me that he should study The Land Titles Act for instance, and probably pass an examination on it and The Alberta Surveys Act. This would broaden his knowledge and give him a better idea of what the surveyors have to do. It might not even be a bad idea if he would go out in the field with the surveyor for a while and do some actual land surveying. This would enable the two groups to work more efficiently for the benefit of the public.

Another point, possibly, is that planners are qualified to do their job. They have been trained to plan and at their fingertips they have all the statistics which they need, public money has been spent on population estimates, growth trends, traffic studies. They know where the traffic arteries will be, so this is their job. Undoubtedly, they are the best qualified to do that part of the work. The next step in their job is to perhaps, parcel the land off into lots and this is an area where there is some overlapping and the possibility that the surveyor is best qualified to do this part of the job. I don't know, it is just a possibility. The surveyor for his part has the ability and the knowledge of how to determine the boundaries, he knows the exact size of the land he's dealing with, so presumably he should be qualified to lay it out in detail so that it fits the land and so that it is most readily surveyed from the given plan. That is all I have to say, except in conclusion I would like to say that the field of the surveyor is not being invaded by the planner nor do I think the field of the planner is being invaded by the surveyor. I do think that these two professional groups must strive to co-operate in order that they can fulfill their responsibility to the public and to ensure the orderly development of the growing community of which they are proud to be a part.

Mr. Lester—Thank you very much, Mr. Usher. I am not going to make any comments yet. I am now going to call on Mr. Cole to give us his opinion of the co-operation that should take place between the two professional bodies.

Mr. Cole—Mr. Chairman, ladies and gentlemen—I prepared a long brief of rebuttal to cover every possible argument I thought the surveyors might raise to show that the planner is encroaching on the field of the land surveyor, and after Mr. Usher's logical and conciliatory address I have got nothing to rebut!

If I had not known Dave was a surveyor, I would have thought he was a planner putting forward the planner's point of view. Seeing that we are gathered here, however, to discuss the different aspects of this matter I intend to take this opportunity to make a few remarks which will give the last speaker something to rebut!

I do, of course, heartily agree with Mr. Usher that the planner is not encroaching on the work of the land surveyor. It may well be that the planner is today carrying out some of the work which the land surveyor had to do some twenty years ago, mainly because there was no one else to do it, rather than because he was trained for it. This certainly cannot be called encroachment. After all, specialization is one of the phenomena of the twentieth century and of complex, sophisticated, developed societies. Twenty-five years ago there were few if any professional full-time planners in western Canada, but there were relatively few Canadians here either. As subdivision of land took place, the land surveyor undertook virtually all aspects of the subdivision for his client, and a remarkably good job he did, considering that his training was in the field of land survey and not in design, forward planning, health, engineering, or many other specialities now involved in subdivision matters.

With the growth of Western Canada, and of Alberta and its urban centres in particular, specialization in the field of subdivision has become a necessary fact, and the planner is now with us for better or worse. I can sympathize with the land surveyors and many others who may say "what a pity", but the fact cannot

be denied that the land surveyor has been relieved of some of those duties which he previously undertook and for which he had no special training, and he is now able to concentrate on his strictly professional work as a land surveyor. I for one, take off my hat to the land surveyors for the fine work they did, outside their professional field, until we came along to relieve them of the burden!

If there is a dispute as to the boundary line between the land surveyor's work and the planner's work, then a definition of the functions of each and the boundary line between should help to remove the conflict. I propose, for the sake of argument, to define these functions in a minute or so. One thing is certain, however, and that is that the functions are intimately related.

Mr. Usher, as a surveyor, seems to me to have put forward the planners argument so I propose to put forward the land surveyors argument and so reverse the role. I do have the advantage, however, that I am a member of the Royal Institute of Chartered Surveyors of the United Kingdom.

Comparisons may be odious but they can also be instructive, and some comparison between the land surveyor of Canada and the Chartered Surveyor of the United Kingdom in relation to responsibilities in connection with land development may be enlightening.

The definition of a "Surveyor" as against a "Land Surveyor" is defined in the United Kingdom as follows:

"To secure the advancement and facilitate the acquisition of that knowledge which constitutes the profession of a SURVEYOR (not only land surveyor) namely:-

(a) the art of determining the value of all descriptions of land and house property and of various interests therein - (equivalent of Canadian Appraisers Profession).

(b) the practice of managing and developing estates - (com-

parable with Canadian Real Estate Association).

(c) the science of admeasuring and delineating the physical features of the earth - (the equivalent of the Canadian Land Surveyor)."

You will observe that as the complexities of land development increased in the U.K. the scope of the surveyor's profession was enlarged and the training expanded to meet the need. The Chartered Surveyor in U.K. now specializes in one of six fields, namely Appraisals, Estate Management, Development and Town Planning, Mining Survey, Agricultural & Forest Survey and Management, Quantity & Building Survey, and finally Land Survey. One of the sources of qualified planners in the U.K. is through the Chartered Surveyors specializing in planning.

It is perhaps interesting to note that in the United Kingdom the speciality of landsurvey was one of the last to be created not because it was the least important but because it has only been in the relatively recent past that modern science and instrumentation reached the stage in connection with land survey methods as to justify specialization in a four year course.

The training of the Chartered Surveyor involves a broad foundation of all subjects related to land gradually concentrating on the chosen specialty so that the landsurveyor has a working knowledge of mining survey, forestry and building construction and the planner is not a stranger to land survey, the laws of landlord and tenant, and the methods of taking off quantities for a building.

Herein lies the interesting difference of approach in Canada. After nearly 7 years as a Director of a Planning Commission, it is clear to me, if to no-one else, that the land surveyor here specializes from the beginning. He is what he says he is—one who surveys land, he is qualified to "measure and delineate the physical features of the earth", but more often than not his knowledge of land law, zoning and other related subjects is virtually nil.

Now I am not belittling this great profession of which I am a member. Not a bit. In examining any matter in an objective way it is important to get the facts straight. It is clear that in many professions in Canada specialization starts from the beginning, and consequently a very high degree of skill may be acquired in a comparatively narrow field in a relatively short time. I submit, however, that not only in the survey field but possibly in the planning profession too, this early specialization is at the expense of a proper understanding of the cause and effect of the exercise of the skill and all other factors touching upon the skill.

Having defined the land surveyor as "one who is qualified to measure and delineate the physical features of the earth"—but not to question why—let us turn our eyes to that peculiar breed, the upstart, bureaucratic, despotic, know-all—the planner! The planner, as you will see from my following remarks is the complete antithesis of the land surveyor, and it is therefore not surprising that occasions do occur when the warm regard and sympathy between the two professions is not as noticeable as it should be. Let me expound on this a little. Planning is not a mathematical science but the work of the planner is based on a scientific approach. Actually, it is an art and is subject to all the pressures of politics, economics, vested interests, public opinion and public prejudice. The planner is "a jack of all trades and a master of none". Every field of human endeavor which has a bearing on our environment is of interest and concern to the planner. The planner's only specialty might be said to be the knowledge and understanding of the relationship and effect of all specialties on each other, and their joint effect on the human environment. Now does this really mean that the planner is a charlatan, a quack, a bureaucrat or some of the other things I've heard? Not a bit. In defence, if defence is needed amongst such a group as this, I would suggest we define the responsibility of the planner. The planner's responsibility is to assist governments, local and provincial, to

(a) protect the community investment (be it local or provincial)

(b) protect the investment of individuals (in so far as it is not

contrary to a community interest) and lastly—here's a mouthful—

(c) to facilitate orderly and economic development and expansion by both public and private enterprise to the end that the maximum advantage, convenience and enjoyment will be obtained by the public as a whole, and by private concerns and individuals for each dollar spent.

A tall order, but in the light of this definition of a planner's responsibility, you will see the marked difference between these two noble professions. The precise and scientific on the one hand, the social, economic, artistic, but nevertheless down-to-earth approach on the other.

I have endeavored to define the functions and responsibilities of the two professions and with your indulgence would like to conclude with some remarks on their points of contact where possible friction could occur and where the surveyor may wish he was back in the days when the planning aspect of a subdivision was a matter for the surveyor.

As Mr. Usher said, we each form a link in a chain of events. The developer first has an idea, he carries out certain investigations, enquiries, and negotiations and before long finds it necessary to define the boundaries of the site where his development is to take place. By the time a developer approaches a land surveyor the plans of the developer are often very well advanced.

The land surveyor is not particularly concerned with the plans for development but with the physical configuration of the land and scientifically delineating the boundaries required by his client on the land and on a plan.

When this accurate and scientifically prepared plan arrives at the planning office, however, the planner says "Ah, this subdivision is like the small stone thrown in the pool, its effects will ripple to the very outer edges of the Province! There are many things that must be examined before these boundaries, so scientifically plotted on ground and plan, should be for ever

recorded in the Land Titles Office."

The planner then asks the surveyor to supply him with exhaustive information regarding the proposed development, services, topography, public reserves, zoning by-laws, major thoroughfares and so on, in which the surveyor has not the slightest interest. The surveyor was interested in demarcating the boundaries on the land as required by his client and getting these boundaries recorded in the Land Titles Office with the least possible delay.

I was delighted to hear Mr. Usher confirm on behalf of his profession, what I knew to be the case, namely that the surveyor has an obligation to the public as well as to his client, but when the client is paying his fee he is in a difficult position sometimes to weigh the relative merits of each objectively. The same might often be said of the planner who is paid by a public body, he may not give enough consideration to the interest of the individual or the applicant.

We can understand the frustrations of the surveyor who is anxious to be finished with the plan he has prepared and recorded with great mathematical accuracy only to be faced with all sorts of obstacles and difficulties of a non-survey nature, but there seems to be a growing appreciation by the land surveyor that the survey plan is only a link in the chain, the planning examination being another link. The development itself is far from being the last link as this in turn affects tax structures, school needs, highway efficiency and many other aspects of the life and environment of the society of which it is a part.

In closing, I think after careful examination of the true role of the planner and the land surveyor and the functions they have been trained to carry out, there is no encroachment by one profession on the field of the other. The very close inter-relationship of their work does, however, make it essential for efficient and harmonious operation that each should seek to know better the functions, responsibilities and difficulties of the other.

Thank you.

Mr. Lester—The only comment I am going to make is that you certainly used up your allotted 20 minutes! I will now call upon Mr. Sutherland to give us his views on this matter.

Mr. Sutherland—Mr. Chairman, when I first looked at this topic I didn't think there was anything to it. Since I have to finish last, when I thought I was going to be first, I find there are more and more problems to this all the time. In fact it has got to the point that if I shave twice a day I'd better take out a union card and take on all the attributes of a barber. I have to get out on the picket line, etc., just because I happen to shave a number of times; I therefore take on all personalities of either a barber, land surveyor, town planner or what have you.

I think that this is probably where a question like this will cause a great deal of trouble in that we start personally associating ourself with certain areas and we can't seem to realize that this is merely an abstract area and not a very personal thing.

I have respect for the person who made up the question and as a matter of fact I have a little bit of suspicion about the person who asked me to act on this panel. On closer scrutiny in order to try to solve some of the problems involved I began to realize that the principle problem here is much the same kind as the nations of the world have. Here is my activity; I have my principles, I have all my ideas, and when you encroach on them nationalistic feelings are hurt and a world war may start. To a lesser degree this might be the situation with the planners and the surveyors, so perhaps I'm a forecaster of doom.

There is always a solution and I like to call it "the third dimension to reasoning". This third dimension is called compromise by a lot of people. I think the applications which you get from this word compromise are incorrect. Compromise, to most people means the indefinite somebody who doesn't like to take a stand either one way or the other. That isn't really true, it's just that it is pretty hard in the English Language to define the real situation. We always like to deal in definite white or definite black. We can't deal too easily with the greys in between.



SOME OF THE DELEGATES IN PLENARY SESSION

To take this question apart and really see what I could do with it I sat down and looked at and decided to take the question as a whole. Is the field of land surveyors being invaded by the professional planner or vice versa? I would say that the first man that came along and saw a nice piece of property said, "This is mine," then went out and pushed down his stakes and said, "These are my boundaries", was the first land surveyor. He didn't plan it, he just liked it. He had to deal with anybody that came across this line and the conflicts got pretty rough. Finally the people got together and decided to lay out parcels with properly defined boundaries. It was later decided to lay out parcels in the most efficient way; I presume this is when the planner was born.

Canada, I think, is an interesting aspect of this. I would like to enlarge on this presumption. I'm going to drive the knife in while I have an edge. The township system was layed out by the Surveyor General, a tremendous man, as a matter of fact I think he was more of a mathematician than he was a land surveyor but he came first and he did the original planning of the township system in the Province of Alberta. I am not certain when the original position of Director of Surveys was instituted. The Director of Surveys approved all of the plans as they came in for subdivision. If there were any subdivision regulations that gradually grew up he probably approved them initially until the volume of work became so great that we had to have a town planner who was probably at first his assistant and took on a separate office later. So I would say the vice versa in the question has no application.

The land surveyors were undoubtedly here first. I would like to look at the question again. Is the field (immediately you think of the battle field) of the land surveyors being invaded by the armies charging down? This implication is in the question which wasn't too apparent to me at first. Then I thought, well, let's work this out and take this part out. I thought "Are the traditional services of the land surveyor now being supplied in part by the professional planner?" This is an abstract question; I think this is true and we can answer in the affirmative. If I want to get to the emotional part, which is supposed to make this panel a little

livelier, I should add this part: "Do the land surveyors like it, and if not, what are they going to do about it?" This, I think, is what really is meant in the question. If the land surveyor believes that his livelihood is threatened he is going to be a little mad. It would be natural for him to wish to maintain his livelihood. The only thing I could say to a person in this position is that the whole planning-survey operation has to be split in two. However, there is nothing to prevent a land surveyor from becoming a planner. I believe Mr. Hamilton will prove this and I maintain that you can wear two hats at the same time. If you can't beat them, join them.

In our society what is happening is this third dimension with its magnitude, scope and volume. When you are doing, as Mr. Cole so ably referred to, some very small amount of work, the one man organization can capably carry out a two, three or four lot subdivision; he can take care of all the town planning that is necessary, all the surveying that is necessary, all the computing, all the drafting, etc., that need be done. All our professional organizations in their beginnings were set up on this basis. This one man was trained in an era that had a great many qualifications. They were small in each case and gradually as the volume got bigger the complications in each of these areas become greater and greater; more and more qualified people were required in these areas. When the demands of society increased due to the oil industry thousands of lots were being surveyed; you must plan quickly. The one man organization isn't enough. You can't wait for one man to plan a thousand lots, survey a thousand lots, it just wouldn't work. With the bigger organization you start dividing down and delegating responsibility.

Let's take for instance, what really does happen in a survey. You get a topographic plan, you plan out your subdivision, you go out and survey it and then you register it. While on surveying, there are industries that have been built up in the United States with proposed density populated areas designed on topographic maps prepared from aerial surveys alone.

Not too long ago it became obvious the town planners had

to come into being because of the scope of the work, economic studies that had to be done, the engineering co-ordination, the economic side of the situation that had to be looked into, it became a full time business to actually lay out a subdivision in the most efficient manner.

The work of the surveyor has also been broken down into various types of specialties. We think in terms of the land surveyors being the one man however, think of trying to lay out thousands of lots all at once. No one man can do this and phases of the work have to be delegated. It has even got to the point in the East where there are companies that are formed just for the purpose of computing out surveys. After you have planned them, somebody has to put them out and plan out how they are to be layed on the ground. This is a specialized industry in itself and people subcontract this work to do these computations accurately because either they have efficient men or because they can work out efficient programs on computers. The land surveyor is involved in laying out thousands of lots. It takes a lot of man hours, a lot of work to lay out all of the program. Therefore, the third dimension is the scope. You go from a one man operation to a very large organization. The scope changes relationships and increases the individual's specialties. I think that this will indicate that the specialty that has developed in town planning in the West has come newly on surveyors who are not used to this approach and say, within their lifetime, have never thought of this approach and had previously made a great part of their living by not worrying about such matters. This is a change to them and to some of them it may be a different change. I think it is necessary and I think the surveyors and the planners are certainly a compatible group and can efficiently work together.

Thank you.

Mr. Lester—Now we are running a little ahead of time. Thank you, Mr. Sutherland. From what has gone on at this session, I think that members of both professions would probably "go down to the bar together!" If we take down what the duties of the planner are, we would find he is not in only one field but in many

fields. The field is so big that one man cannot alone cope with all of it.

For instance, this profession of town planning (which is a 20th Century development) takes in architecture, landscape architecture, civil engineering, law, economics, sociology and public administration to name a few. If there is a man here that thinks he can be an expert in all those fields, I would love to see him and shake his hand.

A landsurveyor has a totally different duty in my opinion. He has to, under our system of private land tenure, see that a man's boundaries are delineated properly, and he's got a large responsibility. I recall in the East they didn't have a system of survey as we have here, and many a quite comfortable and large-scale farmer, let's say he was "well-heeled," would start fighting with another like farmer over a piece of land and after the lawsuit was finished—in about 3 or 4 years—both would be out working on the town works, possibly hauling gravel with a team of horses. One thing that the land surveyor has to continuously watch for is the protection of the interests of his client.

I have never seen a town planner out in the field and I have never seen a tentative plan signed by a town planner in a case where he went out and established the boundaries of the property and took all the topographic details and returned to his office and draughted his plans out. Actually, each profession has to depend upon the other. This country is growing up and it is time that we stood up on our feet and took a good look at it and its growth. We can appreciate the advantages we have over most of the older countries of the world. I think the crux of the subject is just a matter of co-operation. I think probably after a few years time the town planner and the land surveyor will be seen going down the street together.

If there is anybody who wishes to make any further comments we could have them at this time.

Thank you.

Mr. Dant—I was interested in Dave Usher's remark about the need for the land surveyor to take an examination in planning. Perhaps during his training the survey student should take a series of lectures on the general principles of planning. I think this is a point that should be recorded because it certainly is a very necessary ingredient I would suggest for land surveyors. Planning students have surveying principles included in their courses in Britain. If trainees in both professions learned about the profession of the other, I think gradually the differences in opinion of which we hear would disappear.

Fred Mitchell (Edmonton)—I couldn't help listening to this discussion and am reminded that I'm one of the ones that belong on both sides of the fence. I've listened with a great deal of interest to Mr. Cole's remarks and I wish he could have given that little talk down at Halifax at the 1961 C.P.A.C. Convention, if he had an opportunity to do so. I'm sure the Community Planning Association would be glad to hear from you some time just along that line. Perhaps I am in a position of the individual who is being planned for and surveyed for and when the two get so close together I wonder what they are doing to me. For this particular record I think that Mr. Cole should take another look at Edmonton and its planners, go a little further back than twenty years because I can go back further than that myself!

When Mr. Dant first came to Edmonton he and I were so far apart and I don't know whether we are much closer together now. I'm sure we are but I don't know whether or not he would agree. I can well remember when the first curve came in to our City of Edmonton Engineering Department. The Engineering Department staff shook their heads and said, "Now how are we going to put telephone poles there? We'll have to put guy wires in peoples' yards where they are located on the turns! And how are we going to do that?"

Mr. Trough—Mr. Chairman, as a land developer who has to live with existing limitations, ground limitations such as section lines and so forth, I think the land surveyors and the planners together could do us a real service in controlling such things as pipelines

and pole lines, in and around urban areas. A real service could be provided to the developer if the surveyors and the planners would discuss these problems with their clients when they are working for them in the vicinity of urban areas.

Mr. Cole—This last comment I am sure both the surveyor and the planner can appreciate, but unfortunately, as I said earlier, we've got to face the fact that in spite of the fact that the surveyor must keep in mind the public interest, he is employed to go out and delineate the land in the way that he is told to by his client subject to any legislations of the country. He can't say to his client, "I won't survey it in that position because that's a terrible thing."

We also have to deal with the fact that most pipelines never come to the planner, which is a very sad situation, in that the expropriating authority has the right to go and get a plan registered without reference to the planning authorities in some cases. I would like to give a particular case in point which has arisen in the last two months. Central Mortgage and Housing have given a decision that no housing development within 300 feet of any high pressure gas line will receive a corporation loan. Just imagine what a high pressure gas line does anywhere near the vicinity of a growing community. It sterilizes a 600 foot band of land and at the present time as far as I know there seems to be no means by which to control it.

Mr. Lester—Thank you very much, Mr. Cole.

Mr. Duemler—I think there is no doubt that the field of the land surveyor is in effect being invaded by the town planner. Because the fields of town planning and surveying have been enlarged over the period of years in this country they overlap to some degree. Nevertheless the land surveyor is still being regarded by the public at large and the developers as the "contact man" for planning. I therefore feel that any measures taken in town planning to control the practice of a land surveyor should be minimized and more consultation should take place.

Land surveying is the oldest profession known to mankind. (Considerable laughter) Such being the case and having close contact with the land owner, he should not be interfered with except where absolutely necessary.

Mr. Lester—Thank you, Mr. Duemler.

Mr. Hyndman—I'm satisfied Mr. Chairman that these professions definitely can live together in harmony. They seem to be quite happy in their wedded bliss.

What I would like to ask is, "Who were first who devised the planning scheme of cities such as Paris and Washington, probably 150 or 100 years ago at least?" They obviously, in the light of what Mr. Cole had said were not town planners because he had said that the profession did not need to exist at that time and Mr. Usher and Mr. Sutherland, and many others have indicated that land surveyors have existed for almost as long as mankind. I would suggest that Washington and Paris, and other cities we may think of, obviously were laid out by architects, the pseudo of the town planner of the day.

Mr. Lester—Thank you very much, Mr. Hyndman. I would now like to step down and turn the meeting over to Chairman George Repka.

Mr. Repka—Thank you, Mr. Lester. I am sure that we all agree that this discussion has been somewhat lively and we've all gained something from it. I wish to take this opportunity on behalf of all of us to thank the panel, panel chairman, Mr. Lester, Mr. Sutherland, Mr. Cole and Mr. Usher for their contributions to the discussion as well as the other participants. We will now adjourn for a short coffee break.

Mr. Repka—I would like to bring the session to order again.

TO WHAT EXTENT ARE THE ACTIVITIES OF THE PRIVATE DEVELOPER AFFECTED BY PROVINCIAL AND MUNICIPAL PLANNING MEASURES?

We are having a panel chaired by Mrs. C. Wood, MLA. She is the Chairman of the Alberta Division of the Community Planning Association of Canada and the members of course are Mr. N. Truth, Urban Land Institute, Calgary; Mr. W. Hardcastle, Chief Planner, City of Edmonton; J.D. Ritchie, Urban Land Institute, Edmonton; and S. Clarke, Director, Oldman River District Planning Commission, Lethbridge.

The topic is "To what extent are the activities of the private developer affected by provincial and municipal planning measures?" Now I would like to call on the panel members, Mrs. Wood, Mr. Truth, Mr. Hardcastle, Mr. Ritchie and Mr. Clarke to come up to the front. Ladies and gentlemen, I would like to introduce to you, Mrs. Wood and I ask her to introduce the panel members individually.

Mrs. Wood—Mr. Chairman, ladies and gentlemen. It gives me a great deal of pleasure to have been honored to chair this panel of four very fine looking men as well as clever men. I don't think that I shall do as good a job as chairman as Mr. Lester did because I haven't prepared a two hour speech to begin with or notes to refer to. I'm neither a land surveyor nor am I a planner. I do happen to be Chairman of the Alberta Division of the Community Planning Association of Canada at this particular moment and perhaps that is why they have chosen me to take this position this afternoon. Without further adieu, I will introduce our panel. We have on my immediate left, Mr. Hardcastle, Chief Planner with the City of Edmonton. Then we have Mr. Clarke the Director of the Oldman River District Planning Commission in Lethbridge. We have Mr. N. Truth of the Urban Development Institute from Calgary and Mr. J.D. Ritchie of the Urban Development Institute of Edmonton.

The battle to follow is between the developer and the govern-

mental regulations, municipal regulations, etc. We had, by the former panel, our land surveyed and we've had the planners helping to straighten things out. Now what about the developer of this land? We are going to deal with that and it is my pleasure to call upon Mr. Ritchie first.

Mr. Ritchie—Madam Chairman, ladies and gentlemen. Before getting into any remarks on the subject before this panel this afternoon, I wish on behalf of the Urban Development Institute of Alberta to express our very real appreciation of the opportunity to attend these conferences, and in particular to tell you that we are indeed grateful for the invitation to take part in your program this year.

The Urban Development Institute is an association of individuals and corporations engaged in land development. We maintain a close relationship for the senior and larger organizations in the United States, the Urban Land Institute. We have four divisions in Canada, in the Maritimes, Ontario, Manitoba and Alberta. These together form the Urban Development Institute of Canada of which my associate, Mr. Truth, is our National Vice-President. As an association, the Institute represents the majority of those engaged in land development on private account.

Our Alberta membership includes about 90 per cent of the Province's active developers and who certainly account for that portion at least of the land that is developed on private account. Though there have been firms and individuals engaged in land development since the very early days of this country, it is really only in the past 10 or 12 years that the private developer has assumed responsibility for the production of a large portion of manufactured land requirements from year to year. I don't intend to vie with the surveyors and the planners and by claiming our people as being in the oldest profession. I thought that that had been decided many years ago.

As the activities of the private developer have expanded in recent years, there has been a very substantial change in the patterns and in the ways and means of land development. For one thing the private developer has more and more assumed respon-

sibility for assembling large tracts for development. The private developers have taken on the financing of programs of development. This last aspect has, I think, substantially relieved the local levels of government of some of the financial problems usually associated with the more traditional approach to this particular phase of urban growth. Mr. Hooke mentioned this morning in his address of welcome this problem of per capita debt.

The activity on the part of the developer has been one of the steps in shifting normal municipal financial problems through private channels and ultimately on through mortgage financing to the ultimate owner of a property. The amount of this shift in Alberta last year amounted to well over 10 million dollars.

Coming back to the subject of the panel, "The extent to which the activities of the private developer are affected by local and provincial planning measures."

I thought when I was first invited to take part in this program that it could perhaps be pretty controversial. The effects of provincial and municipal planning measures on private developers are indeed substantial and far reaching. They are not necessarily adverse or unwelcome. Mr. Dant this morning, referred to the complimentary remarks about the Alberta planning structure which came out of the C.P.A.C. conference in Halifax last month.

Unfortunately the recording machine went out of order at this point and the remainder of Mr. Ritchie's remarks were not recorded.

Mrs. Wood—Thank you very much, Mr. Ritchie. Now we are to hear the planner's side of it and I take pleasure in calling on Mr. Clarke, the Director of the Oldman River District Planning Commission.

Mr. Clarke—You may be looking forward to an emotional conflict between the developer and the planner. I'm sorry I'm going to disappoint you—I cannot feel that there is this import on emotional conflict between the private developer and the planning authority.

I think it is only fair to say that this question "To what extent are the activities of the private developer affected by planning authorities" has a context "To what extent is the sound planning of our community affected by the private developer?" There is a basic concept for this question and that is that planning is originated simply because there was a growing chaos in our communities. There are indications throughout the world, thank God not in the part of the world that I am working in at the moment, that there is being created seemingly without any effort on our part, a growing catastrophe where cities are turning into monsters and are not serving servants of the public but that they are turning around and becoming masters of the public. Mr. Hooke very ably drew out one aspect of this this morning—the growing of debt in municipal government. I think the basic concept all boils down to this,—that civilizations all over the world are making tremendous technological advances.

Seemingly, in this field of building towns for ourselves we seem quite incapable of matching these technological advances. We seem to be sinking further and further back into the mire. As a consequence of this situation, planning authorities have sprung up all over the world like so many mushrooms. In fact, in parts of the world it is the style to have a planning commission of one type or another. The introduction of these planning commissions had necessitated the part and parcel of the planning process. Implementation of a control of course treads on many private developers toes and I may say alternately, on many public authorities' toes. Consequently, in many cases let us face it, planning has been the cause of stifling quite considerable areas of private and public enterprise. Now if planning in itself is an imperfect process, I think it is only reasonable to suggest that the working of the "free markets" in property is also an imperfect process. I would like to suggest to you that there are three major deficiencies in such a "free market" process and these deficiencies have basically helped to create the urban sprawl in many instances.

The first deficiency is that the property market does not always operate freely. In my own experience I have found that private investors are often quite prepared to pay more than the

actual market value for land in order to obtain control over land prices and force development in certain areas.

Secondly, the best return to the individual is not always a guide to the best return to the community.

The third imperfection is that the market can neither distinguish values of public uses nor can it indicate whether a public use is more valuable than a private use, except in terms of actual land cost.

Now with these qualifications I suggest the property market is still the optimum indication of the best use of land. If a planner ignores this, I would suggest that he shouldn't be a planner. What in effect a plan does is to modify the influences of the free property market but I will not be a party to emphasize or to say that a planner is purely a restrictive on the operation of the property market. I agree with Mr. Ritchie in that city planning is merely a device for releasing the basic forces of property demands and property investment.

In general, sound city planning should be based on something more concrete than the usual concept of city planning. That is, all the planner is concerned about is making a beautiful city without regard to costs or to other important considerations. There is something more concrete than that planning philosophy. Sound city planning and sound real estate investment are consistent and not in conflict. There must obviously be control over the owner who would exploit his property for quick gains at the expense of the general community betterment, or a speculator who feeds on the uncertainty of a property market or tries to pull a fast one over the small investor who doesn't know too much about what he is getting into. So this convergence of interest between the real estate developer and the city planner really comes down, in the working fact, to the production of a general plan.

I maintain that a general plan must be one that is understood and accepted by the public. The existence of this general plan, which normally covers a 20 year period, although this is naturally

short of a guaranteed period for most financial investment, does something to iron out the uncertainties of placing money in property development. It must by its very fact give a better basis for certainties in the estimation of the profit involved in the investment.

There are, however, two aspects of this topic which I think to be realistic must be mentioned. There are two distinct fields in which the private developer is very much affected by planning. First is the growth or the attitude of a bureaucratic bumbledom, of being pushed from pillar to post, of being matched with the attitude you cannot fight "city hall" so why fight at all. I sometimes think myself of the person on the other side of the fence and have personally as a professional planner, a great deal of sympathy with the procrastination delay, irritation, frustration that must go on and that must be suffered by some private developers.

The second field which affects the private developer is the lack of compensation by means of planning refusal. Now this is a problem which has been well known the world over but I think we are living in a fool's paradise to think we can continue carrying on in the same way that we are now without taking into account this question of compensation for planning refusals. Basically the problem is related to what is land value. Land value is merely a simple summation of the existing use or the existing value that you have on the property as it is, plus the potential of development. For example, I can remember about 15 months ago, a dirty scrappy looking piece of property here in the City of Edmonton, sitting in the downtown area near to one of the hotels. The property in itself probably would have been worth a mere thousand dollars, if that. It was extremely run down but it in fact stood in the way of the natural extension of this particular hotel. I understood that the property was sold for a very handsome price. And that price came solely from this thing called "development value".

I see I've ran well over my time but perhaps somebody would like to ask me a specific question on this matter of development value; I will be only too happy to deal with that in greater detail.

There is one further factor that has a considerable effect on the large land developer and it is the question of the provision of community reserve. Community reserve of course is very much linked up with this question of the compensation and betterment of land. It is a means of trying to effect an equation in these values without the political fight that would come in passing legislation to give compensation on planning refusals. My own feeling is that the provision of community reserve within a subdivision, which is 10% of the area being subdivided, is the very limit which can be asked of a private developer. It is absolutely impossible to give or provide within a city those aspects of social improvements, that is schools, parks, open spaces and what have you within the range of 10%. It is physically impossible to do that. Madam Chairman, I think that is about all I have to say on the subject.

Mrs. Wood—Thank you, Mr. Clarke. We do hope that there will be a little time for questions. Mr. Gee has asked me to announce that cards have been passed around and you are asked to write any questions on these cards which will be collected and either answered by the panel or at some other time if possible during the conference.

Now it gives me a great deal of pleasure to call upon Mr. Trough for the developer's point of view again.

Mr. Trough—Madam Chairman, ladies and gentlemen. I nearly clapped at some of the things Mr. Clarke has said. Mr. Ritchie has indicated to you that we feel very privileged to be developing in a province where provincial planning regulations are so satisfactory. I must hasten to agree with him, our experience in other areas indicates to us that Alberta will be a model province in the time to come. Our members intend to be in business a long time and to this end we are as interested as the administrators of the regulations as planning authorities are.

Mr. Ritchie has confined his remarks to a rather general vein and has left me the problems. I was most interested to hear the Hon. Mr. Hooke's comments defining the freedom of the indivi-

dual. It might be expected from the point of view of the land developer as it is closely related to economics. This will generally also be the case with the municipal planner but not to the same extent. Mr. Clarke hit the nail right on the head, however, I can't agree with him on his three problems regarding the market. It may be so in the case of speculators but we don't hear much about them. The land developer who understands the business which is not only the subdivision of land but the installation of municipal services cannot buy land without a full knowledge of how much it is going to cost him to service it and to provide community service. If one dollar is spent on the land, three or four dollars are spent on the servicing. As the developer, the purchaser of raw land hopes that he knows enough about the business to pay the right price for the land so that he can sell his end product at a price competitive with other developers.

General plans are very desirable as they indicate to the general public, owners of the land and speculators, as well as developers, what the city will require in the way of freeways, community reserve, recreational playgrounds and so forth in any one area so that when a developer goes to buy a piece of land he knows in advance what his commitment will be. Upon the completion of this general plan which is being prepared for many areas, I would like to suggest that the planner abandon the details as long as we are within sound planning practices and regulations and confine their interests to the general plan. We have a real economic interest concerning a job and if we are doing it with good town planning practice we think we should have some freedom in regard to detail, maintaining individual rights and those of the local authority.

Mr. Holloway suggested this morning that the subdivision regulations are being revised. We hope that we will have the opportunity of commenting on these as Mr. Ritchie indicated the subdivision regulations at the moment allow for the promotion of new sound planning ideas. I do not say that you can do them, I say you can present them. If they appear to be sound in the eyes of qualified planners of the municipalities' government's employ, then they can be carried out. We trust that the revised regulations will retain this responsibility.

I think I could raise another point which would possibly raise some discussion later. It has been our experience as developers that while modern planning concepts are perfectly agreeable between municipal planner and developers they are sometimes stifled by utility and service design regulations which are usually very rigid. We would hope that the planners would prevail on other municipal officials to keep an open mind on new planning ideas in order to keep them from being stifled. We hope that the developers will be able to continue to cooperate with planning authorities to work towards the development of Alberta as the model Province of Canada for all time.

Thank you.

Mrs. Wood introduced Mr. Hardcastle who spoke on the subject. Unfortunately the recording machine was not working properly and failed to record most of Mr. Hardcastle's remarks. The latter part of Mr. Hardcastle's remarks follows:

Mr. Hardcastle—Most people will agree that planning control is necessary but not necessarily for themselves. This is I think a reasonable attitude if it is a little illogical. If public sympathy of planning is to be achieved controls must be impartially administered and at the same time administered with common sense and with the minimum amount of red tape and with as much sympathy as is possible to the individual concerned. What is even more important is that when control is to be enforced, enforcement should also be impartial and not half-hearted. Our aim should be to educate and to show people that their best interests are served by planning ahead. By proper integration of conflicting uses, to show them how their city or community can become a place where people can live together in health, happiness, prosperity and convenience.

If people believe that such a result can be achieved by planning ahead, present restrictions may be more acceptable even at some immediate personal inconvenience. That is one of the purposes behind this conference with these admirable exhibits showing what our provincial and local planning authorities

are trying to achieve.

One further point I would like to raise with regard to Mr. Truth's remarks; he said that the developer should have complete freedom of development within his own boundaries. That I agree is the ideal situation, however, the planning authority is in effect the "clearing house" for all the other city service departments which are concerned in the development. For example, the School Boards require certain lands for schools, the electric light and power department require certain lands and access for utilities as do the engineers with their sewers and so on and so forth. All these plans have got to be processed through the planning department in order to satisfy the demands of the various parties concerned. It is also difficult we find for a private developer to arrange for all these consultations and it sometimes results in a terrific waste of time. It means submitting several sets of plans and several weeks delay in consulting the various departments. I think that is a point that is coming around and I certainly agree with Mr. Ritchie that we should bring our influence to bear of the departments concerned as much as possible in order to achieve a better form of layout than we now have.

Mrs. Wood—Thank you, Mr. Hardcastle. It looks as though our time has gone. Are there any questions that have been written out on your cards? If you have them done, I think perhaps we'll take a minute and encroach on the other time to answer one or two of them.

In the meantime I should like to take this opportunity to thank all the members of my panel for the very, very fine discourses they all gave. I'm going to tell you a secret about these men. I've never met them before excepting Mr. Hardcastle in preliminary work relative to the panel. I said, "Will I give you 12 minutes time?" and they said, "Oh, that's plenty, I only speak 5 minutes". Well, every moment they took, over 5 minutes, was well spent because everyone of their talks was really an address in itself and so I do thank you and I hope you'll forgive me for telling on you.

We have some questions—this one for Mr. Truth. What details does he mean should be left to the developer and not the planner? I believe that is more or less answered by Mr. Hardcastle, but Mr. Truth you could perhaps go ahead with that.

Mr. Truth—I can disagree with Mr. Hardcastle in his comments that we have to do the job properly. I think what I was trying to say was that if one turned in 12 plans of subdivision which all conform to the general plan they might all be satisfactory. Conversely there might be 12 planners look at one plan and pick 12 flaws out of it. This is all I was really saying.

Mrs. Wood—The next one is for Mr. Truth again.

Mr. Truth—I'll read this, I haven't read this yet. Mr. Truth remarked "that the increase in servicing standards are inversely proportional to the municipal investment. This is true in terms of the original capital installation costs. Surely one must consider the costs of the continuing maintenance and city wide truck services which are not completely met by local taxation levy".

I know who this came from. Well, I could talk about this for a moment. I think what I'm really saying is that 15 years ago a lightly gravelled road and a water and sewer line was all that was required in an area and it was probably because no one could raise the money to do more. Now concrete or asphalt road, curb and gutter, 22 inches of base and all of this sort of thing is what is required. Where a 10" water main might have done a while ago, now a 12" or 14" is better.

In discussing the matter of maintenance (I didn't want to say this out loud but I guess I'm going to anyway), I sometimes think that if a concrete detailed engineering study of the cost of maintenance was made against the cost of original installation that the original installation, all other things being considered, might be reduced in standards even though the maintenance costs would go up over a period of years. It might be a more democratic way to handle it. Anybody want to rebut that?

Mrs. Wood—Now the next question was addressed to Mr. Clarke .

Mr. Clarke—The question is about public reserve. It's to do with my statement that the 10% provision of community reserve is inadequate. The questions following are: "Should the private developer require to sell at the price he paid?" "What about the fronting and flanking utilities?" "What about loss of anticipated profits?" "Should the government pay for these?"

Well, this is rather begging the issue because this is all tied up with this rather mysterious subject I talked about, "compensation and betterment".

Really, I think I can answer this thing in the simplest possible form by pointing out the two sides of the picture. On the one side of the picture is compensation for planning restrictions and compensation for the acquisition of private land for public use, which of course is precisely what the provision of community reserve amounts to. This is the "backhand" which I didn't get around to and it is that on the other side of the picture there is a liability or a debt by the private land developer to pay to the public in financing inducements or give some redress for the good that the public development has done his land. The case I mentioned about the old house which had very little value in itself being sold at inflated cost because of a private development in the vicinity was not a very apt example. I should have pointed out the effect of a school being provided within or near to a new subdivision, the provision of play parks for children and things such as that.

To get back to the question that I have been asked, "Should the private developer require to sell at the price he paid?" The answer to that is yes.

"What about the loss of anticipated profits? Should the local government pay for these?" The answer to that is yes, provided that there is some compensative scheme brought in whereby the private developer pays into a public fund an amount of money which theoretically will balance out the compensation paid by the government in that particular area. I don't think that basic-

ally governments should be made to pay for anything that is in terms of a social improvement. It should come out directly from the development in a particular area rather than the development of the whole city or town.

Mrs. Wood—We are very grateful to the panel and for their willingness to answer these questions. Thank you very much.

Mr. Repka—Thank you very much, Mrs. Wood and your panel . Would you all like to possibly take a five minute break and be back here in time for the next speaker?

AIR POLLUTION CONTROL

H. Hogge (Provincial Sanitary Engineer)—Historically, air pollution may be considered as having gone through three phases. First, the problem was associated with the use of coal for home and building heating and it became so acute in London that an ordinance was passed prohibiting the use of coal in the City. The date was 1273. The industrial revolution with its associated large scale production centres sired the second phase which was highlighted by the much publicized Meuse Valley and Donorra 'incidents'. The dates of these incidents were 1930 and 1948 respectively. The third phase is associated with the 'Los Angeles Smog' and our modern transportation convenience, the automobile. The date here is current.

These air pollution highlights cover some seven centuries, which in man's age on earth is a relatively short period. However, the phases appear to be occurring more frequently. This is not surprising when one considers the explosive changes in man's developments and expansions during this same period. Rather, it can be taken as one example of the problems resulting from man's achievements and preferred way of life. Increasing concentrations of living accommodation and industrial or manufacturing plants give us greater volumes of air contaminants per unit of area or space. New industrial processing and larger scales of operation give new contaminating materials and larger volumes of some of the old ones, such as smoke, soot and sulfur dioxide. The automobile, one of our twentieth century wonders, gives us the hydrocarbon-oxides of nitrogen combination, which with the assistance of sunlight, gives us gaseous oxidizing compounds commonly referred to as 'oxidants'. The visible haze and eye irritation effects, as well as the typical odor and vegetation damage of this 'smog', is becoming more widespread each year.

Our present problem, while it may be highlighted by the 'smog', is not completely free of the problems of other years. Technological advances have enabled the solution of some of these, but the solutions are not always profitable. Also, the in-

creasing size of our urban areas and industrial operations mean that a greater degree of control is necessary if the adverse effects of air pollution are to be avoided.

The question thus becomes one of evaluating the appropriate methods of controlling developments which are sources of air contaminants and evaluating the physical factors of our urban or industrial areas which influence the atmosphere's capacity to dilute and disperse air contaminants.

The sources of air contaminants are many, as are the types. Man himself is not an innocent bystander, his respiration requirements of fresh air are some 15,000 to 20,000 quarts of air per day which is almost $1/2$ a cubic foot per minute, yet to maintain a good quality of air in a room you must supply about 10 c.f.m. or 20 times the actual needs. This extra $9\frac{1}{2}$ c.f.m. is to dilute and carry away the carbon dioxide and water vapour in the exhaled air. This dilution factor is even more important in the case of industrial air effluents. An example is that of the exhaust gases from a 'sulfur recovery process' at a sour gas processing plant. Here the exhaust gases have 1% sulfur dioxide and must be diluted down to less than 1 p.p.m. by the time they reach ground level. The required dilution factor here is greater than 10,000 to one. Another case is where odorous gases are released, some of these are detectable by smell at $1/1000$ of a part per million, so that the required dilution would be 1 billion to one.

Man-made activities, however, are much more significant and these air contaminants may be grouped into four categories: (1) Smoke, (2) dust, (3) Odorous or irritating gases and fumes, (4) Toxic or noxious gases and fumes.

The sources could be grouped into four classes viz: (a) Heating, including inhabited space heating as well as process and power generation heating, (b) Manufacturing and industrial processing, (c) Burning or incineration of combustible refuse, (d) Internal combustion engines.

None of the air contaminants could be considered as caus-

ing air pollution if there is no adverse effect on vegetation, animals, property, or the health and comfort of persons. The effect of various contaminants will vary, depending on the use of the area surrounding the source, however the one common factor is the concentration of the contaminant at the location of the observation. The control of air pollution would, therefore, seem to be a very simple procedure, just reduce the contaminant concentrations to sub adverse levels, however there are some interesting side issues.

The determination or establishment of the adverse level depends on the observer. An odor is not a factor in the growth of vegetation and even the industrial worker is not particularly concerned about the odors at his place of work, but to the residential area, odors can be a real nuisance and have an adverse effect on the health and comfort of the families residing there. Some toxic gases or dusts such as sulfur dioxide have a more direct adverse effect on vegetation and steel than on human beings. Thus the adverse level varies directly with the use of the surrounding area. Here land uses as outlined in the 'General Plans' of our urban centres is most significant. The separation of the residential areas from the heavy industrial area, and vice versa, by means of an area of light industry or manufacturing, or even better, to have a separation consisting of tree belts is most helpful in accommodating both heavy industry and residential areas.

The advantages of this 'separation' are twofold. Firstly, it provides a distance factor which results in the dilution of the air contaminants between the source and the observer and secondly, it provides intervening barriers to sound. The 'tree belt' has an additional advantage in that air contaminants are absorbed by this growing vegetation, thus decreasing the amount of the air contaminant.

Another interesting side issue is that of predicting the ground level concentrations which will result from the operation of individual sources of air contaminants. Here the amount released and the degree of dilution or dispersion is significant. There are practical limits, both technologically and economically, to the

control of the amounts released. Industrial processing is very seldom 100% efficient in converting raw materials to the finished product and very often uneconomical by-products, as well as the amount lost due to inefficiency ends up as an air effluent. The dilution or dispersion of the air effluent is largely dependent on the meteorological conditions existing at the time, however other factors are also significant. The following points will illustrate the factors involved in the dispersion of air effluents from a single source.

1. The contaminants spread out in the downward direction both horizontally and vertically, giving downward concentrations inversely proportional to the distance.

2. The ground level concentrations vary inversely as the square of the height of release (this height of release includes the rise of the air effluent after it leaves the stack which is largely dependent on the temperature and velocity at the top of the stack.)

3. The dispersion of the gases vary directly with the wind velocity.

4. The stability of the atmosphere is significant in two ways. First, if the winds are gusty and veering in both horizontal and vertical planes, then increased dispersion results. During periods of very light steady winds, particularly if a temperature 'inversion' of the atmosphere also exists, then the amount of dispersion is markedly decreased.

5. Locations in valleys are poor from a point of view of air pollution. Here the lateral dispersion of the air contaminant is restricted and also the effect of temperature inversions is at a maximum.

In some cases air effluents can be rendered inoffensive or at least less offensive prior to release. Odorous gases, visible smoke and automobile exhausts are examples of these. Incineration at high temperatures will destroy some odorous materials and effective combustion will avoid smoke. The problem of the automobile

exhausts are examples of these. Incineration at high temperatures will destroy some odorous materials and effective combustion will avoid smoke. The problem of the automobile has not been completely resolved at present, although much work is being done in this field and practical devices for this purpose should soon be available.

In Alberta, the interest in air pollution has increased greatly in the last few years, particularly the past three. There is an increasing awareness of the adverse effects of air pollution and also a demand for high standards of air as an environment of living. Also, the development of the natural gas fields has expanded with the approval of 'gas export'. Most of these fields are 'sour' i.e. the gas contains hydrogen sulfide, and it must be sweetened to meet market specifications. The design capacity of the sulfur recovery plants now in operation or under construction and scheduled for completion this winter is 5,267 tons per day. The average efficiency is about 93% which means that about 370 tons of sulfur is not recovered. This is incinerated to sulfur dioxide giving daily emissions of the order of 740 tons per day, thus making the design of the disposal stacks quite important.

The air pollution control program has been developing along four lines:

1. Assessment of existing levels of air contaminants both in urban areas, in oil fields and near certain industries.
2. Review of the design and processing of new industries and their proposed air pollution as well as water pollution control facilities prior to start of construction.
3. Liaison with other groups concerned with air pollution effects. Particularly other Government Departments, the Oil and Gas Conservation Board, Planning Commissions, especially the Edmonton District Commission and representative of industry and industrial groups.
4. The establishment of basic air pollution control regulations

which formalizes the procedures developed in the past and sets out some standards of air effluent quality.

In summary, the effective control of air pollution is necessary to accommodate the expansion of both industry and urban centres. Planning ahead for this is most desirable on behalf of both industry and land use control agencies. Continued assessment of the level of air contaminants in and near our urban and industrial centres should indicate the effectiveness of current practices and also the need for revised or additional control to prevent air pollution from reaching adverse levels.

SUBDIVISION FOR SUMMER COTTAGE DEVELOPMENT

Dr. Wood—In most cases people want a lot in a summer subdivision in order to get away from the city. Most people prefer the lot to be on the water front. There have been many problems arise where a resort started as a summer subdivision and ends up with a number of permanent residents. This of course brings in taxation problems and the matter of facilities such as schools, roads, sanitation and so on. These problems have presented themselves since the Department of Lands and Forests has started getting into summer subdivisions.

There are also the questions how best to plan them, how they should fit into the overall planning, how we should make reservations for the public and the problem of conflict between the public and the cottage holder. These questions I think will be discussed this morning.

We have Mr. N. Giffen, the first member of our panel from the Edmonton District Planning Commission, Mr. G. Walker, Alberta Land Surveyor, will be our second speaker, Mr. A.R. Smith, Director of the Calgary District Planning Commission will be our third member on the panel. We will now turn the microphone over to them. First of all, Mr. Giffen.

Mr. Giffen—The demand for summer cottage subdivision has increased tremendously in the past few years. This demand coincides with the improvement in means of transportation, the five-day work week and the improvement of the economic position of the urban worker. In the Edmonton area we are relatively fortunate in having such a large number of lakes which can be used for resort purposes. However, investigation has shown that not all of these lakes are equally suitable and therefore there has been a greater demand on a few lakes.

Resort development, to be adequate, should meet the demands for both private summer development and public beaches, parks and picnic areas. Even with the improvement of the econ-

omic position of the city people, only a small portion of the population can afford the luxury of a summer cottage, which in reasonably good years may be used intermittently over a period of 5 months. However, the major portion of the population of our District area is interested in using this natural resource on at least one fine Saturday or Sunday during the summer season. The point I should wish to emphasize is that our lakes are a resource and we do have the responsibility of maintaining them for the use of the general public. Keeping this point in mind, I will now discuss summer cottage subdivision from the following standpoints:

Why do we have summer cottage subdivision?

I have partially answered this in my opening remarks. The incentive to become a cottager seems to depend upon the number of children in the family and the number of days of annual holidays. But, generally it can be said that the urban dweller finds the weekend at the lake most relaxing and rejuvenating. Certainly, it proves the old adage that a change is as good as a rest judging from the comments on how much hard work goes into such a weekend.

Increased leisure time allows individuals to pursue their own desires for relaxation; some play golf, some concentrate on their hobbies, the family man, if he can afford it, tries to include his whole family in his activities. A summer cottage at the lake looks like the answer, or maybe having a cottage is becoming a status symbol. A matter of keeping up with the Jones's. Anyway, you and I know there is a definite demand for them.

How has this demand been met?

In the past when the demand was not so pressing, owners along lakes could only sell lake frontage lots. The type of subdivision was lineal and little or no consideration was given to preserving public access to the lake. There seemed little need for such a preservation. Here is an example of such a subdivision.

The demand grew and with it came the realization that there

was an end to the shoreline. The subdivision regulations were changed to take this into account. Small park areas were required on the lake shore. Even with lineal subdivision some thought was given to the day when back lots would sell.

Still, the lake shore disappeared into private use. Then it was proposed that all the shoreline should be public. New subdivision would be required to have a 66 foot park strip with a 66 foot road allowance running parallel along the whole lake shore. Needless to say, subdividers and purchasers of lots objected strongly to this. And well they might. They take their family out to the lake to get away from the traffic and then someone wants to put a race track in front of them.

Presently, the design of subdivision has tended toward the type shown in this example. Subdivision which is in depth with each lot having access to the lake by means of a park strip.

It would seem that subdivision design is changing to improve the private use of lake shore. However, I suggest that the public interest in lakeshore is not presently adequately safeguarded by the subdivision regulations. Further, I would suggest that it is not likely to be safeguarded and I question whether it is the duty of the individual owners of lakeshore land to bear all of the responsibility for providing public access to the lake.

What problems do summer cottage subdivision and their development present to the local municipality?

They use municipal roads to get to the lakes except where the Province has provided a highway. Even in these instances, people, being as they are, will use alternate routes to get there. Any councillor of a rural municipality will tell you that such roads need a great deal more attention than the roads used by farmers alone.

Other problems spring up too, such as: extra policing, concern for building standards, health and sanitation problems. For instance, such a seemingly simple matter as providing a garbage

dump for the cottagers requires all of the ingenuity and tact that a councillor can muster. Everybody wants a disposal ground, but they don't want it on their land.

Then, when the Municipality seems to have all of the problems under control, these ungrateful invaders from the towns and cities decide to become one of those urban peculiarities which are called summer villages. There is such an eagerness to form these that I think it must be profitable. It is interesting to speculate that we may have a number of our lakes surrounded by these summer villages each operating completely independent from the parent municipality which is still providing them access from their homes in the distant city. Remember, these summer villages are the private preserves of those who have cottages located within their boundaries. The general public is subtly discouraged from using any parkland within by such means as private road and no exit signs, or as in one case, the barricading of the road leading into the summer village.

How are we to safeguard the public's right to the enjoyment of our lake resources? In my opinion, it needs public action to acquire adequate land for future major parks. The present situation in the Edmonton District area is shown on this district map. There is one major Federal park at Elk Island. The Province has a major park on the east end of Lake Wabamun. There are a number of municipal parks, namely, Ziener Park on Pigeon Lake and Wizard Lake Park, both in the M.D. of Leduc. The M.D. of Stony Plain has begun a large park in the Chicakoo Lake area, north of Stony Plain Town. The M.D. of Lac Ste. Anne is developing a park at Lessard Lake. The City of Edmonton and the M.D. of Strathcona have cooperated to begin the acquisition of land for Whitemud Park in the close-in metropolitan area. Another example of inter-municipal cooperation is Jubilee Park at Wizard Lake in the M.D. of Leduc. The M.D. and the Towns and Villages close by pooled their Jubilee Year grants to begin its development. You will note that except for the Whitemud Park that all these parks are at least 30 miles away from the city. Also all the parks are being acquired or developed by the individual municipalities or by the Province or the Federal Government acting independently.

There is a definite need for a consideration of a system of regional parks to fill the gap between the municipal and provincial parks. These parks could be acquired and developed cooperatively at the regional level. Once we have a clear picture of our lake-shore resources action could be taken to safeguard the public interest. I suggest to you that a regional park system will enable any group of municipalities to act in concert to gain their objective.

Dr. Wood—Thank you very much, Mr. Giffen. I think that that's a pretty good clear picture of what the problems are. I think this idea of regional parks is probably one to which we could give some serious thought.

Now we will hear from Mr. Walker, Alberta Land Surveyor.

Mr. Walker—Mr. Chairman, ladies and gentlemen. To carry on the general theme of "togetherness" which was displayed by the panel speakers yesterday, I would like to note here that I consider that regulations for resort subdivisions taken together with the requirements applicable to all subdivisions are very good.

I feel that the planning personnel in this Province have shown by their production of these regulations that they know the subject well and do know the needs of this type of subdivision. However, I think we are all prone to blame the planner for the poor state of resort subdivisions today in the Province. I believe that the failure of these types of resort subdivisions can be laid directly in the laps of the local councils, the district planning commissions and the Provincial Government.

Under the general requirements for all subdivisions, subdivisions are allowed only if the sites are suitable or can be economically adapted to the purpose proposed and the development can be carried out only if the need or demand is present and the developer has the resources to carry out the development as proposed. I would like to suggest that these requirements are not being followed. It is only too apparent at present, and in the recent past, that all that was required to get a subdivision

approved and the development proceeded with was a tentative plan showing a few spot elevations, depth of water and the provision of a 10 foot park strip along the total water boundary of the subdivision.

I doubt very much if the planners of this Province have ever been very enthusiastic about these schemes. I feel that the local councils and the Provincial Planning Advisory Board have generally overruled the planners' recommendations without first ascertaining the fact as called for in the regulations.

What is this doing to our resources? Lakeshore property close in, where the average person can afford to buy a lot, is fast disappearing. Proper development by good developers is becoming more and more unattractive. I think profit has become quite a dirty word in our society today, particularly when applied to land development. I was very encouraged yesterday to hear for myself for the first time, several speakers bring out the differentiation between land speculators and land developers. I think this is a very important differentiation. I don't think it is too late to encourage good land developers to come into this field. Land developers as presently constituted in the Province today, are doing a tremendous job of assisting the urban municipalities in developing urban subdivisions. I feel they should be encouraged to come into this field of resort subdivision. All that is required is that proper and equitable enforcement of the Subdivision Regulations as they exist today together with possibly a limitation being placed on the time of development and also indicating to the developer the responsibility of maintaining all the improvements within and adjacent to the subdivision that he is required to install until some predetermined percentage of the lots are sold.

I have one comment to make on the regulations and that is for the regulation in the resort subdivisions that specify a 10 foot park strip be provided along the total shoreline of the subdivision. I believe that the reason for this 10 foot strip is to provide a demarcation line between the water edge and the title boundary. If this is true, I don't think it is a good regulation. I would like to suggest here that a much better regulation could be tied in to

having the Department of Water Resources of the Province to establish a full supply datum after taking into consideration such water conservation matters as drainage area, the possibility of diversion canals, retention structures at the outlet and other matters that are of a conservation nature.

I would like to cite as probably one of the best conservation measures taken in this province is the Lake Winigami area in the Peace River Country. In this project the Water Resources Department of the Province together with Ducks Unlimited of Canada diverted the Hart River, which had a long history of flooding the developed areas, into Lake Winigami which, at the time, was regarded as a dead obnoxious lake. They converted it into a large fresh body of water that has created probably one of the most beautiful park and recreational areas in the Province today, as well as supplying a continuous and ample water source for 5 or 6 villages and towns in the general area.

I think one of the best examples of the reverse is Big Lake, west of St. Albert. In this case this lake within the memory of local residents was a fairly good recreational area. The lake had a good enough depth to allow for boating, fishing and hunting. Over the years deposition into the lake and into the river at the outlet has pretty well limited this lake to becoming a stagnant pond.

In the early 30's, due partly to the economics of the country, but I would suggest as well to the marginal value of the land surrounding the lake, considerable land was taken back by the surrounding municipalities for taxes. At this time some interested parties such as the local municipalities or the City of Edmonton could very easily have assembled this land and reserved it for what could be a very good potential recreational area very close to the City of Edmonton.

I would like to suggest that there is going to be more and more loss of control of this type of project unless money is spent on proper engineering studies that will prove whether such development is feasible.

How can we realize the greatest potential from our resort areas? The local demand for facilities and tourist demand for same, I believe go hand in hand and what we need is a provincial body charged with the thorough investigation of all our water resources. I am not proposing here that yet another provincial body be set up that would be a self-perpetuating body, but rather I feel, that there are sufficient well trained personnel within the various government departments such as Lands and Forests, Highways, Municipal Affairs, the Department that looks after the tourist trade and other bodies within the provincial government who could be charged with assembling all the information required and that the Provincial Planning Advisory Board is very capable, and has a very capable staff, that could assemble and correlate all this information and dispense it to interested parties such as the municipalities and other government departments who could decide whether these projects should be carried out as public works or turned over to private development.

I think that this study as well as being a fact finding study should also determine who needs what. Just what percentage of our population require only some scenic areas close at hand where they can go out on a Sunday or holiday for a picnic, to swim or merely for a drive? What percentage of our population can only afford a small piece of land close in to a lakeshore where they can go out and over the years develop their own property and build themselves a summer shelter? What percentage of people can actually afford to go out and build a permanent summer residence where the normal municipal services are required such as light, power, telephone and improved roads? What percentage of our people can afford and want to get right away from the built-up areas out into areas such as Lesser Slave Lake, Lac La Biche and Cold Lake to spend their weekends and their holidays?

A study of this nature is needed very soon, particularly in the cases of the last three mentioned lake areas. At present, all these lake areas are serviced with very mediocre rail service and there is mediocre to poor highway service. Are we living up to the faith of the public in Alberta and the tourist industry by not encouraging the railways to improve their railway service into

these areas on weekends and in the summer time and having the Highways Department consider building first class roads into these areas? I feel that this topic should be discussed and a plan should be laid out very soon.

In closing I would like to make one remark, perhaps not quite in the feeling of togetherness towards the planners. I would like to see that the planners blend all their capabilities towards a plan of this type and concern themselves less with trying to provide all the shorelines of all our lakes for the use of all the people all the time.

Thank you.

Dr. Wood—Thank you very much, Mr. Walker. I think that was a very thought provoking talk that you have given us and you have certainly brought up a lot of questions, some of which I can hardly restrain from trying to answer. As a chairman, I perhaps should not.

There is one thing I might mention; the Province has been making a survey of lakes, that is all of the lakes which still have crown land on them to preserve in order to try and make up a little for some of the mistakes that have been made in the past and try and reserve these areas for future recreational development, both for park development and for subdivision development.

Now I would like to call on Mr. Smith who is the Director of the Calgary District Planning Commission. He has assisted our department in making several summer cottage subdivisions in the Calgary area.

Mr. Smith—Mr. Chairman, ladies and gentlemen. It is always nice coming last on a panel like this because your predecessors have usually covered most of the material. In particular I am happy about coming last because I made some notes in Calgary in the early part of the week and put them on file and put the file on my desk. It is still on my desk.

I think it is obvious to you that there is a tremendous geographic difference between the Edmonton area and the Calgary area and again between Calgary and Lethbridge areas. Within these different contexts the provisions of recreational facilities and the emphasis on the type and variations of developments themselves are quite extreme. We can refer to Edmonton as being a lake district. In fact there are really no suitable lakes around Calgary. We have an irrigation slough that fills up in the summer time and it is called Chestermere Lake. This is 10 miles from the City of Calgary and is surrounded with a variety of shacks along the water front. This is quite a recreation area and could have been much better for the City in general.

This matter of "closeness" I think is something rather peculiar too. I grew up as a youngster in Vancouver and it was nothing to climb on the old Union Steamship and going off for two or three hours to get to your summer cottage. Before my memory, it seems my family had a summer cottage on a place on an island. The family went out for the summer and my father came up on the P.G.E. to Horseshoe Bay, which was about two hours from Vancouver. My elder brother would go out to get him in a boat with an outboard motor and it would take my father another hour and a half to get to the cottage. This would take place on a Friday or a Saturday night and early Monday morning we'd go back to Vancouver.

Now as we have motor cars, we have to have summer cottage areas 10 minutes from the city. Somehow or other the whole approach is not realistic and neither is it consistent. It is not consistent with the municipal zoning and development policies. You can imagine the reaction of a municipality which says "We have zoned our area with the general intentions that it should remain agricultural and rural in character and on this basis we will have 20-acre minimum parcels". Along comes an honest looking gentleman with wide open eyes and crocodile tears telling you how he wants to have a summer cottage area five miles west of the city. The municipality knows immediately that if they go along with this proposition and they allow the creation of small lots, they are just starting up an other urban area 10 miles

from the city. This isn't for summer cottage purposes, but merely a fine way of getting around development regulations. The land undoubtedly, in some cases might be very attractive for the suggested purpose.

My Commission has spent a considerable amount of time in zoning committee meetings over the past year looking into this whole problem of recreation and recreational development. I think the Chairman mentioned yesterday, they haven't arrived at a conclusion yet. They don't know quite what the conclusion should be. We have tried to tie this in with general rural development but I'll leave that for later.

There are a couple of lakes known as the Kananaskis Lakes in the Calgary area which are in the Eastern Rocky Mountain Forest Conservation area. Actually the land is owned by the Department of Lands and Forests. However, most of the recreation areas on water in the Calgary district are on rivers. Consequently, the nature and tone of the development tends to be a little different. The demand to have entirely lake or water frontage would be ridiculous. What do you do with a river that's too cold for swimming? Perhaps it doesn't even have any fish left in it.

Actually when you come down to it—what is a summer cottage area intended to provide in any event? What do you look for in a summer cottage? We have taken these questions in our approach to the river context and we think it applies also in the lake context; everybody obviously can't have lake frontage, and, looked at in the light of a 20-year term when there will be twice as many people, it's doubly so. Since there must be an acceptance of that fact and since everybody can't have lake frontage, then you must approach from the point of view that what we are going to do for the others, not today with this demand but tomorrow, when perhaps there will be a quadruple demand. We feel that perhaps nobody should obtain absolute lake frontage for recreational purposes.

An example of this had developed as an embryo along Kananaskis Lake. Here we were fortunate in that the Department of

Lands and Forests own the land and through the auspices of that Department, a subdivision has been created where in fact nobody has, or can hold, lake frontage. In no place in the "green area" is the high water line any closer than 100 feet to any lot. The lots, as I recall, are in the order of 190 to 200 feet in depth and their widths are 70 to 100 feet. I think Dr. Wood can confirm that these lots have been exceedingly popular and there has been actually no complaint whatsoever from anybody there that they don't have a lot going right down to the water. I don't really see why a person buying a piece of land in a publicly owned area should have reactions that are any different from a person buying a piece of land in any other area. Basically he has what he is after. He has a large lot with trees; he has cleared a location for his cottage; he's far enough from his neighbor that he can carry on without the neighbor staring over his shoulder, as might happen with a 50 foot lot. He has a view and has isolation. He has his recreation.

This basic plan along the shoreline was developed about three years ago, otherwise it would have been still different. Nevertheless we still have in mind the possibility of making lots in the rear. You can see that even if we can't have water frontage we can have isolation, and we can have, with a three minute walk, access to the whole lake front. This can go on indefinitely, particularly if there's a good view.

One of the areas where there is a big demand is along the Trans-Canada Highway going through the Canmore Valley where, in fact, usable land is scarce. There are mountains and lots of rough area, but there is really very little usable land, particularly if you start subdividing it.

The Commission has come up with a suggestion and in fact, there is a subdivision application now which is before the Board for legal interpretation. The application involves a private individual. The Commission has come up with the suggestion that summer cottage subdivisions could be permitted almost anywhere, and this almost anywhere is important because this proposal would allow anybody to make a summer cottage subdivision virtually

anywhere. It doesn't limit the location except that the location should be near water.

The suggestion is that the overall density in a given district in the planning commission area be established in the district plan, which is the municipal plan as well as a recreational zone. Within a recreational zone people may develop summer cottage hamlets. The overall density within that zone may be established for five acres for each dwelling unit. The approach of this point of view is that you make your land into 5 acre parcels. Let us take then 160 acres. You divide this into 5 acre parcels which would give you 32 parcels. Or else you approach with the point of view that this isn't really satisfactory; there is too much road being provided, for example, and you couldn't get to most of the land anyway. You still make 32 parcels. These may be half an acre or an acre in size in one particular portion of the quarter section. Make this area into a hamlet; design a subdivision so within a short term, with large enough lots, let's say half an acre to an acre in size, to provide relative privacy and seclusion. Then design them in such a way that when the time comes that permanent habitation takes place and it is no longer economic to retain the large lots because the areas want sewer and water and other facilities, then subdivisions can be broken down into smaller lots. In the meantime, the owner having selected the "hamlet" fashion of subdivision, should enter into a covenant agreement with the municipality indicating that he proposes the hamlet to be used for a non-permanent type of development where no facilities such as schools, sewer and water or high-grade roads will be requested until the permanent habitation subdivision is undertaken.

Thank you.

Dr. Wood—Thank you, Mr. Smith. I think we have time for a short discussion from the floor.

Mr. Trough—Mr. Chairman, I would like to ask Mr. Smith if I have interpreted his remarks correctly that he believes that all the shoreline should be reserved for public use. I believe that

under present regulations this is mandatory. I would like to ask Mr. Smith if he does not feel that where a beach is narrow would it not be better to replace the total public shore strip with periodic large public park areas and allow cottage owners private use of their own narrow beach?

Mr. Smith—This might well be. I think that there are varying circumstances on shore lines. You may be along the lake or the river where there is an exceedingly steep bank and reasonable access is not present. There would be little object in allocating a park strip that couldn't be used. I believe that where access of convenience is not possible, in the long term it is to the advantage of cottage owners not to be having within themselves this continual inner fight and inner anger every weekend due to the public ambling along their narrow sandy beaches. This goes on all the time. This is what results from what Mr. Giffen was talking about. People trying to establish summer cottage villages, and even applying to have the whole road system closed. If the temptation and the cause for anger is not put before people, then it makes them much happier. We found this in some of our subdivisions along lake fronts and the river fronts.

Dr. Wood—On this question of course, the subdivision regulations do provide for park reserve which must be so much of the river or lake frontage. It has been found in the Edmonton area that conditions vary in different circumstances. In the Edmonton area around the lakes we have found in most cases it is preferable to have our subdivision separate from our park areas and we even have a buffer zone so we don't have the conflict between the general public and the cottage owner.

Any other comments?

E. Potter—The problem of lakeshore subdivisions is a big one and much has got to be done about it in the future, but we have existing ones and one of the main problems in a private lakeshore subdivision is the despoiling of the reserve areas. These areas have to be given by the land owner or the subdivider and it seems that he is often providing a nuisance area. The Crown owns this

land, who maintains it? Who cleans it? And who despoils it?

Dr. Wood—Would anybody like to answer that?

Mr. MacEachran—We are really in the heart of the lakeshore subdivision area and the title to park areas, I think, is held by the Department of Public Works. The subdividers will come to the council and demand that we take care of them. It's a problem in our area. We have a lot of lakes and it has come to a stage where the local person can't go to a lake. You may say that shorelines should be the property of people living in the subdivision.

In our municipality we found an inaccessible lake and built a road into it. I think we had a \$5,000 grant available. We split it in half and with \$2500 we created quite a little park. We spent it under the winter works program. This is now the only park in the area where the local people can go and we are going to hold it that way.

Dr. Wood—I might say that these park reserves have been under discussion by the Provincial Planning Advisory Board for some time and it is hoped that they will come up with some proposed changes which will make for better development of these park reserves. I'm not in a position to make any announcement at this time, but I think it is realized that these park reserves inside of the subdivisions, at the present time are not being developed and we know they are creating some difficulty. My own personal opinion is that park reserves are not adequate for the general public and you must have other areas on your lakeshores for their use. I think you all have problems if you have the general public using your small public reserves very extensively.

Any other comments?

Richard Bonser for the Battle River Planning Commission—In our Commission area we have one particular subdivision which I bring to mind. It has a very long stretch of single depth subdivision. In accordance with the Subdivision Regulations park areas were allotted every so many feet. Unfortunately, these areas are only

one lot in width. The total area is about 25% of the lake frontage as provided for in the Subdivision Regulations. However, they are totally inadequate because they are so small. It would have been much better to group these all in one place, but since this was subdivided before we became a commission we couldn't do anything about it.

A recent attempt was made in this same area to purchase and convert a large area of presently unused land in the vicinity of this subdivision for a public park, large enough so that everyone would be able to come to this and not annoy the cottage owners. Due to the fact that the land owners knew what was going on, they dug their heels in and really tried to gouge the municipality and whoever else wished to develop the park. This completely killed public development in that area. People will have to go somewhere else now for their recreation. This would have been a good thing for the particular area I am talking about.

Dr. Wood—I think that does bring up the conclusion that probably all three speakers came to. There is a need for more long-term planning in the development of our lakes and probably in overall development. This certainly has not been done in the past in all cases and has created problems just as mentioned by the last speaker.

I might just comment on that in the lake surveys that the Department of Lands and Forests carry out, the areas are always taken in order of priority. The first priority is for public use, the second priority is for subdivision and institutional use, such as church camp sites and so on. We've also tried to consider the intensity of use in determining these priorities, that is, if the highest intensity should have first priority. Certainly your highest intensity is usually your public uses. Unfortunately, it has not been possible in the past on certain lakes like Pigeon Lake where we have been trying to acquire land for public park purposes. We found it extremely high priced to buy large tracts of about a quarter section size for that purpose because the summer cottage lot has a much higher value than we are prepared to pay for a public use.

Any other comments?

Mr. Dant—Mr. Chairman, this is a very minor point but I believe that Mr. Walker when talking about the 10 foot strip, mentioned, in perhaps not so many words, that it was for the purpose of establishing either the lakeshore or possibly the high water line. Strictly speaking, that is not correct. This 10 foot strip, the Provincial Planning Advisory Board decided, was necessary instead of the 66 foot which we thought was a waste of land, to determine the lakeside boundaries of each individual lot. We know our lake waters vary in levels up and down and the arbitrary line of 10 feet back from the water line or shoreline, whichever you call it, to make sure surveyor's stakes or posts would not be lost if the water did come up. We hope that that will result in the position where the stakes will be above high water line at any time in case of any local boundary disputes between two adjoining owners.

Dr. Wood—Our time is just about up. One point that has been under consideration by our department is whether we should charge for entrance into our provincial parks. In parks that are developed to the point where we have good services to offer, there may be justification to charge for such entrance. Whether or not this is to be done is a matter of government policy.

I wish to thank very much the speakers and I think we can turn the chair back to our chairman.

Mr. G.W. Moyer—I would like to thank the panel on behalf of those present and I would like to thank those present for their attention this morning.

For the remainder of the morning we have another panel for which the topic is "Planning and Control of Development Along Highways" and your chairman will be Dr. J. Chalmers, Director of School Administration, Department of Education.

PLANNING AND CONTROL OF DEVELOPMENT ALONG HIGHWAYS

Dr. Chalmers—Thank you, Mr. Chairman. I was quite struck this morning during the earlier panel to find that although it dealt with summer cottages and the present panel deals with highway development, they have a great deal in common and that is the problem of resolving public and private interests.

I suppose perhaps this is one of the essential problems of planning of anykind. This matter of highway development is one that affects everyone of us, not only in our capacity as planners or people connected with planning, but as private citizens, as we all use the highways and many of us have interests along the highways.

I am reminded of a little bit of a story I heard of a man who on a main street in a small town had a couple of goats and these goats were of considerable nuisance to the people in the town because they were getting in the way of cars, they were chasing children and also creating an olfactory nuisance and so on. The council decided they had to do something about these goats. They looked in their by-laws and found that they had no by-law about goats whatsoever. Finally they sent their tax collector around to see the owner of the goats. He went in and said, "Sir, here is your tax notice—\$8.00 for these goats." The man said, "What do you mean \$8.00 for these goats? You can't tax these goats." The tax collector said, "The mayor sent me around and told me to get the money." "Well, what authority have you?" asked the man. "It says right here in the by-law that all property abutting and abounding on a public thoroughfare shall be taxed at the rate of \$2.00 per front foot!" I suppose that these goats are property that would be legally described in terms of "leaps and bounds."

It is now my privilege to introduce the members of our panel. On my immediate right is Dr. Walter, Geographic Advisor for Imperial Oil Company Limited. He tells me that he does a great

deal of flying around Canada and he didn't tell me but I inferred he works very hard. The two other members of our panel are Mr. Martin, Planner from the City of Calgary and of course the Hon. Gordon Taylor, Minister of Highways. I think our panel has been very well chosen. We have Dr. Walter representing private industry that wishes to have access to the highway; Mr. Taylor who speaks on behalf of the owners of the highways, the public, and Mr. Martin who is in the middle to reconcile the interests of these two groups and that is the order in which we are going to present them.

I am going to ask Dr. Walter to speak to us first, then Mr. Martin and then Mr. Taylor.

Dr. Walter—Thank you very much, Dr. Chalmers. Imperial Oil Limited is impressed by the progressive attitude of the Department of Highways in Alberta in developing its high standard highway system. As our company is the largest supplier of motor fuel and services for motorists using Alberta's highways, we are conscious of the changing and increasing needs of the motoring public. We feel that the provision of adequate fuel servicing is an integral part of a well planned highway network and are constantly trying to develop an even more efficient distribution pattern of modern service station facilities to best serve these mobile customers.

Just as Imperial's position is closely related to the development of highways, so the Albertan who uses this highway system has a dual interest. Highways in Alberta are the greatest single investment made by the Provincial Government on his behalf, furthermore, the cost of his car and operation is a major factor in his personal budget. The purchases made by the average motorist for fuel and services are unusual in two respects. The degree of loyalty to a particular brand and the extent to which credit cards are used.

Motorists have varying lengths of trips on highways with different origins and destinations. Generally, there is a greater intensity of highway use in areas close to the larger urban centres. Already there are more passenger cars than families in Alberta,

and with our projected population growth expected to rise in income and multiple car households, the need for more service stations will be greater than ever. It is important to note however, that the rate of increase of the number of retail petroleum outlets will continue to be less than the rate of increase of the motor vehicle registration. The present trend is for fewer but larger stations providing a better quality and wider range of services for more motorists. As these newer service stations are more expensive their locations are even more vital than heretofore.

Recognizing the dynamic nature of the Albertan economy, it is agreed that planned control development along highways is reasonable. However, it is essential that the principles of the controlling legislation should be equitable and practical. There are certain basic fundamentals which must be considered. The motorist is looking for his favorite brand of fuel at a convenient location when and where he needs it. As well, he wishes to periodically use wash rooms and other allied establishments such as restaurants. What are the possibilities of supplying these necessities for the motorist on a major provincial highway?

There are perhaps three ways of developing new highways, one of these with no commercial units on them, another is with a commercial development on either side of the highway, a third plan is median strip development and perhaps you could go on to other variations of these.

A highway with no commercial development can best be justified if there is sufficient off-highway facilities near by. With the population distribution pattern in Alberta, this approach does not seem to be quite appropriate because it could result in undesirable heavy clustering of commercial development on access roads.

The second possibility is highway commercial side development which permits, within the present regulatory framework, to establish location when and where warranted. This side development has a disadvantage in being able to serve only one flow of traffic. It might create a safety hazard with possible cross-over

traffic. This type of development allows a certain flexibility which is not as feasible as the third possibility, the median strip. The median strip possibility has the advantage of servicing both traffic flows with more safety. However, the locations of the commercial islands, once established are fixed for all time, regardless of change of motorist buying habits. This places much emphasis on accurate long range planning by the authorities. Even if there were to be median islands allocated but not used in the near future, there is still no assurance that the location would necessarily be adequate or properly placed. For this reason careful consideration must be given to the number, location and allocation of all highway commercial sites.

In evaluating any system of commercial highway development we must recognize that the number and location of commercial sites should be determined according to the potential and the needs of the motoring public. We believe that the rigidity in the extent and location of commercial subdivision is to be permitted on the highway may cause future problems. We feel that the wide range of service requirements between densely populated areas and the remote undeveloped parts of Alberta cannot be satisfied by a single inflexible spacing requirement. We maintain that there should be greater flexibility in the locations of these commercial areas and that no single fixed formula governing the extent of commercial development can apply in all cases.

For example—at the southern approaches to Edmonton, a permitted commercial frontage of 1000 feet every eight miles might be inadequate, where as in certain stretches of Highway No. 1, east of Calgary, this would be more than adequate. Furthermore, it is deemed unwise to have regulations which limit the choices of available property in such a way that land speculation could place undue premium value on a few available sites. Owners of land within five miles of a town's limit would be penalized for any possible sale for commercial use whereas a property owner beyond that limit could demand an unreasonably high price because of this exclusive opportunity given to him.

We think that it is not preferable to force clusters of service

stations in such few places along the highway as we doubt whether this approach could adequately fulfill the needs of the motoring public. We advocate a somewhat broader distribution of stations along the highway route so that motorists who are always travelling different distances to their destinations can obtain fuel when they require it. This distribution pattern then, would be based on the relative demand for fuel supply measured by the degree of highway travel rather than by an arbitrary rule.

Generally the petroleum industry could obtain sites for highway stations from two sources; privately-owned land abutting the highway or government-owned leased land. Both alternatives have some advantages.

The private property is purchased outright but usually only after extensive negotiation and sometimes inflated prices. The government leased land would remove the zoning difficulty but the land now has a time limit on its usefulness and it still might be subject to a possibly high lease price under intense competitive bidding which would reflect on the wisdom of having it as a business investment. If there are available sites on government lease land there is the constant problem of allocating in a fair fashion the limited number of sites to the various oil companies. No government highway plan should drastically upset the established market share of the different companies already operating in the Province and which have attained their position through long years of constant dependable service.

In summary then, with dynamic vehicle growth and changing facility requirements for the motorists needs, any contemplated control of highway commercial development should be flexible to adapt to changing conditions, equitable, so there is no discrimination against any one section of the economy and broad enough so there would be the minimum discouragement to private enterprise.

Dr. Chalmers—Thank you very much, Dr. Walter for your very penetrating analysis of our Province. We can see that Dr. Walter is quite familiar with the problems and conditions that prevail in Alberta.

I will now call on Mr. Martin.

Mr. Martin—Mr. Chairman, ladies and gentlemen. Dr. Walter, in his address, dwelt on the increase in motor vehicle registrations and pressures that will take place for development adjacent to highways and he also stressed a point that I will include in my comments. This is that the heaviest concentrations will occur in or near urban areas. In Calgary in 1950 I believe, when I came to Calgary, the motor vehicle registration there was 26,000. It is now creeping up to 100,000 and will shortly be over 100,000 vehicles. Furthermore, our projections, which show an accelerating ratio of car ownership are based on a projection of a metropolitan population of well in excess of 600,000 people in 20 years. These show that at that time we may have 220,000 motor vehicles registered in Calgary.

I think you can see that the pressures to which Dr. Walter referred for development adjacent to a highway are going to increase. Possibly the service station development is not going to increase in direct ratio to the car registration but I believe this does not necessarily hold true for other kinds of commercial development which we might expect to see adjacent to highways in ensuing years.

This also means, of course, that from the public point of view, and this applies both to the Province and to the cities, the expenditures on highways are going to go up very sharply in the ensuing years, particularly in urban areas because naturally if the concentrations are in or near urban areas then I think we can safely say that the expenditures in these areas are bound to increase. They increase not only the additional lanes that have to be provided but with the added concentrations the whole system increases in complexity; it requires complicated and sophisticated intersection design, interchange design and so forth, all of which costs money and in fact it has been shown that as a city progresses in size, particularly after it has reached a quarter of a million people, the expenditures per capita go up very sharply, and I venture to say that this is so largely because of the added expenditures that must be made on major roads.

In my comments today I am not going to raise any provocative points about rights of people living adjacent to highways. By this I mean development rights—whether compensation is necessary if highway development is refused. Neither is this going to be an academic discussion but rather it is going to be an account of some of the practical problems involved and some of the practical solutions which we in fact have attempted in Calgary.

Although Dr. Walter spoke mostly about highways in rural areas, my remarks are going to be entirely directed to the problems of development, planning and control adjacent to highways within urban areas. This doesn't necessarily mean that highways pass entirely through built up areas of the present time because we are evolving into by-pass systems through parts of cities which presently are not yet developed but which will in the foreseeable future, or within the period of the general plan as proposed in Calgary at any rate, be built up in more or less heavy urban concentrated development.

First of all, taking our type of planning control of development along highways, why should we pick out planning and development controls adjacent to highways as a special case? I think we can for a number of reasons and the reasons that I propose to discuss this morning are these. First of all there is the amenity of the adjacent development, the amenity of the development itself. Then there is the question of the control of access to facilitate the traffic flow and this goes back of course to the expenditure of public funds to create facilities. Thirdly, there is the question of aesthetics, a more minor reason perhaps than the question of safety; this is not particularly tied in with development adjacent to highways, although I think a case could be made that certain kinds of development might have a degree or a factor of not being particularly safe in them. This can largely be overcome by median strips to which Dr. Walter also referred.

I remember a very recent accident in Calgary in which three people were killed and which could entirely have been avoided

with the introduction in time of median strips. A median strip is now proposed and will shortly be built—when I say shortly, I mean within a few years, on this particular stretch of highway. It was marked by a double line at the time of the accident when one vehicle turned left into an on-coming vehicle.

To first discuss this question of amenity, and I can't in a few minutes cover all of the ground which is involved, I will refer to two kinds of development for which amenity in planning can be developed. First of all I will discuss commercial development. I think all of us and certainly all of the planners are pretty well agreed that ribbon development as a type of commercial development is not good. Apart from the fact that it is extremely unsafe, it is extremely inhibiting as far as traffic flow is concerned. It has been shown with the building of modern shopping centres in the last 10 years that it is entirely unsuited to placement on a highway which carries a large amount of traffic. You require large sites, concentrated sites, with concentrated parking around them. That incidentally has the added advantage of building and designing proper access control and control of egress from the areas.

As far as residential control is concerned—the amenity of residential areas adjacent to highways—a number of methods have been tried in Calgary; perhaps the most successful is the service road, which apart from controlling the access to the highway itself, sets the buildings back far enough from the highway to minimize noise and fumes and so forth to the residents living adjacent. So we have the question of amenity in both commercial and residential areas to consider.

The second reason for a different type of control and planning adjacent to highways which I mentioned was access control for purpose of providing more adequate flow of traffic for which the sort of highway that we are thinking about at any rate is in fact designed. In this we can have three categories of access control. I think in these remarks I'm going to overlap somewhat with what Dr. Walter has said. First of all, you can have complete control of access with access points established only at

controlled intersections properly designed to provide acceleration and deceleration lanes etc. Secondly, you can have a semi-control to which Dr. Walter also referred which may or may not have medianstrips and which are unbroken for varying distances. Thirdly, you can have no control at all, simply because you are faced with a proposition where the commercial development particularly is already well established. There may be adequate right-of-way but unless you are going to be faced with very heavy compensation costs, you pretty well have to carry on as you are and allow right hand turns into the businesses.

With respect to complete access control, first, in working out a general plan we are designating these roads which are going to be subject to complete access control—complete is perhaps too extreme a phrase—access control at specified points where the access can be properly designed to comply with highway engineering standards. We are proposing to mark these on the general plan and I might add that all of these rules are in areas that are presently not yet developed, only very partially developed or developed in such a way which during the general plan period, is going to be replaced by urban type development. This type of control also applies to the link between the No. 2 and the No. 1 Highways which we negotiated so satisfactorily with Mr. Taylor's Department, a route which I believe is about 7 and 1/2 miles long and for which the degree of access is specified directly on the plan. I believe Mr. Taylor might be able to confirm this.

In some cases where an arterial street is involved and where the actual volumes of traffic are going to be building up over a period of years but where the construction standards ultimately required are not necessary at the present time, and may not be for a period of 10 years, there must of course be interim stages of access to these facilities as they are developing. This may be a two lane median separated facility designed for ultimate construction. In the meantime only one of the sides may be a two lane facility to which access is more or less uncontrolled except this, what we are doing in Calgary is entering into an agreement with oil companies and other types of developers, and providing them with plans showing the interim access arrangements and also

the ultimate access arrangements. These plans are incorporated with our agreements with each respective oil company and we hope that in the absence of specific reference to this type of control in the Town and Rural Planning Act, which I think we should have, we hope that these agreements are going to enable us ultimately to get the type of access control that we want on these particular facilities.

The second category which I mentioned is a sort of semi-control and in this instance, I think perhaps the best way for me to describe what I have in mind is to take another piece of highway within the City of Calgary between north from 82 Avenue, which is commonly referred to as Turning Siding and 58 Avenue along which a substantial amount of urban development, including service stations, drive-in, motels and that kind of development has taken place. This entire design was arranged through negotiations and public hearings with the people adjacent to the Macleod Trail, as we refer to No. 2 Highway in this City. After negotiation and the meetings we finally were able to design a median strip 16 feet wide with crossovers at specified intervals and not any with arbitrary distances separating them. These crossovers at intervals were at right angles where roads came in. Incorporated also were lay-bys for left hand turns. Furthermore, at specified intervals, have arrangements with bays to effect left hand turns. In fact if you are an "Imperial" person and the station is on the left hand side of the road, you might have to pass it by several hundred yards before you can turn around. In fact Imperial was smart and put a service station on both sides so they don't have this particular problem. If, for instance, you had contact with a hotel and you were coming in from the south and the hotel happened to be on the west side of the highway, you couldn't turn directly across into the entrance; you might have to go several hundred yards further, use the 'U' turn arrangement and come back to the hotel.

This is an interim arrangement between complete control, or control at specified intersections and specified access and egress points only, and the case of no control at all.

The third problem which arises is the problem of aesthetics. The highways carrying heavy traffic are quite important. People driving through get an impression of what a place looks like and I think from that point of view a certain amount of control in aesthetics is desirable. There is specific provision in The Town and Rural Planning Act for the control of the appearance of buildings in certain areas and we take this to mean it might also apply to buildings adjacent to certain roads. We are specifying in our zoning by-laws that development along these highways within the city should be subject to building controls and we specify that plans for such buildings should be reviewed by an architectural panel. We also specify certain minimum materials which have to be used in these buildings. Since they are buildings of substantial size they are generally architect designed and the scheme has been working rather satisfactorily.

In aesthetics we also have the question of landscaping. We are gradually working with our parks department to evolve a system of landscaping which will include an irrigation system in the boulevards so that landscaping is facilitated on the arterial streets in particular. Overhead wiring is going to get attention as well because it is just as distracting from an aesthetic point of view as many signs are and perhaps even more so. This applies to both the telephone and the electric light utilities. This is a program that we are gradually evolving.

One of the things that we want to take up with Mr. Dant is the question of including within the Act something a little more specific with respect to control of development adjacent to highways in urban areas. I would also like to mention that with respect to a system of signs; as we all know, Alberta is perhaps one of the few places that has complete control of signs in rural areas.

We have recently annexed fairly substantial areas to the city which are rural in character and with respect to these we are continuing the policy of the Highways Department, at least until such time as development adjacent to the highways takes place. Sometimes if signs are incorporated with development they are

not so objectionable and also we don't want to put the sign people completely out of business.

I see I'm well over my time, Mr. Chairman. Thank you.

Dr. Chalmers—Thank you, Mr. Martin. You can see that if Dr. Walter indicated that this is a complicated business, Mr. Martin shows that it is even more complicated when you look at it from the point of view of a planner.

We will now ask the Hon. Gordon Taylor, the final member of our panel to speak to you and after that we will have a question period. Mr. Taylor.

Mr. Taylor—Mr. Chairman, fellow panelists, ladies and gentlemen. At a recent planning convention in the Maritimes, which planners from all across Canada attended, I understand that the type of planning being followed in the Province of Alberta was highly praised and held out as a sample of what other provinces should be doing. If that is so, and I've been told it is, then I think possibly today the better procedure for us is not to conclude that we have reached a zenith in planning, but rather to outline what we are endeavoring to do and what we are doing in order that we can analyze it carefully and see if it does carry the judgment of men such as councillors as well as the judgment of the rank and file of the people of the Province.

I generally found that when you are unable to carry the judgment of the people who have no particular axe to grind, you are very wise to start checking and finding out what is wrong with the proposition. We have never taken the position in Alberta that we have all the answers or that our present regulations are the final or the very best. We have always taken the position as a Government, and as a Department, that the regulations and the legislation that we have produced should reflect the thinking of a majority of the people of the Province. If they reflect the thinking of the majority of the people of the Province, then it appears to me that they are quite sound.

Whenever suggestions are made to change what we have, providing evidence can be given that the suggested change will do the job better and accomplish the objectives better, then we are certainly very anxious to look into such a scheme.

The planning regulations as followed by the Department of Highways in Alberta are not 100% accepted by all of the people of Alberta and certainly they aren't accepted enthusiastically by many people who want to develop along highways. You only have to attend one or two meetings in my office and meetings in the office of the Director of Surveys or the traffic engineer or one of our district engineers, to realize that there is considerable opposition by some groups to the regulations that we have today. Now why is this? I'd like to outline just what the objectives are that we have in mind, and what we are endeavoring to do. Then I will deal with some of these specific items.

What are we trying to do in planning? I would suggest that our primary object is to preserve the investment that the people have made in our highways. A highway is constructed to move traffic; to move commerce and not to provide an opportunity primarily for people to make a dollar or to go into business. If by allowing some development we impede traffic or create hazards to the life or limb of those people who have every right to use that highway, then certainly controls and regulations should be introduced to reduce such development to the very minimum. That is exactly what our regulations are trying to do; to keep traffic moving and to preserve human life. There is one other objective, particularly on the older type of highway in the Province, and that is to endeavor to minimize the amount of expense that is going to be placed on the shoulders of the people at some time in the future when that highway must be raised to a higher standard and also to avoid inconvenience and expense to people who want to develop along that highway.

These are the primary objectives: to move traffic in a safe and orderly fashion, to preserve human life and to assure anyone that uses that highway that he will have every right to think that he has a chance of driving safely, and thirdly, on older types of

highways, to provide for future expansion of highway facilities at a minimum expense to the people and to the developer.

What have we done to accomplish this? I would like to say that today when you realize that last year some 300 people died on the highways and streets of Alberta, more than 3000 people died on the highways and the streets of Canada and more than 38,000 persons died on the highways and streets of the United States, ultimate safety must be emphasized—not morally considered—but emphasized in the design of our highways, in the control of accesses of our highways and in the whole highway business. Every effort must be made to reduce this massacre of human life that is taking place on our highways and streets.

Our traffic engineer, Mr. Kuchinski, in carrying out a departmental policy, made a study of the accidents on the highways of Alberta, particularly the 4-lane highways and the divided highways. What we were endeavoring to do was to see that if the additional money that we are asking the people to pay for a divided highway is justified on the ground that it is reducing accidents and saving human life and we found that that was very much the case. Just let me give you the figures which Mr. Kuchinski worked out on the section between Calgary and Edmonton. Between Edmonton and Nisku we have an undivided 4-lane highway where there is considerable commercial development. On that highway 41% of the accidents happened at intersections or entrance roads. 44% of the injuries took place at intersections or entrances to business and 29% of the people who were killed on that stretch during the period of study, were killed at entrances or intersections. When you break down these figures further, we found that of the accidents 44% happened at entrances to businesses. In other words had there been no entrances to businesses on the stretch between the Edmonton limits, the old boundary of the City and Nisku corner, and no access roads, then this vast amount of human life would have been saved and the property damage and the cost of the crippling of bodies would have been avoided. It is not possible, of course, to say that there can be no entrances to a highway, but I do submit that this compilation of knowledge has not been guessed at nor dreamed up, but taken

from actual cases. This indicates that we must, in planning our main arterial highways, use every endeavor to keep the number of accesses and the number of entrances to a very minimum. Eventually, we hope to separate such traffic and thus save human life.

What are we trying to do in the meantime? On many of our new highways we are endeavoring to keep entrances very limited. These are limited access highways. This is the trend across the continent. In the case of the new super highways being built under the National Government of the United States, they have gone to the extreme of permitting practically no development, and accesses X number of miles apart. Maybe we haven't yet reached the point where we can do that. These American highways are toll roads and they have full control. You can go mile after mile with no access and only the chance here and there of buying gasoline, etc., and you must plan accordingly.

They tell me that on the Philadelphia Turnpike the accident rate was reduced 90 per cent even with an increased peak limit, compared to what it has been with the same traffic on other roads.

How are we trying to bring this into everyday practical effect? Firstly, the Department of Highways is responsible for planning new highways to make sure that we have adequate right of way so that in the future we will not have to inconvenience people and use public money to move service stations, restaurants, motels, farm houses, etc. On new arterial highways in this Province, we are taking 300 feet of right of way. This will provide us with sufficient space in the future for eventual 8-lane divided highways, or almost for all time insofar as we can see today. Wherever we go through Crown land in the Province of Alberta today we are taking 400 feet of right of way if there is any indication at all that it may become a main highway. We took 400 feet between Whitecourt and Valleyview so we have right of way for all times. Eventually when a divided highway is required, we will not have to move businesses and use public money to do so. A very high official from the Ontario Department of Highways told me that in one block it had cost the people of Ontario a

million dollars just to clear the right of way. If we can avoid that type of cost to the people of Alberta in the future, then we've learned our lesson well. Secondly, what about highway development? Our present regulations and legislation provides the Department with authority to control development up to 2000 feet from the centre line of any limited access highway. This is ample control. How are we doing it? Again I stress we are doing things in a manner that we believe has the support of the people of Alberta, not just the service station operators, not just the oil companies, not just the motel operators, (but perhaps there is some difficulty in carrying the judgment of these groups), but rather of the people who are paying the bill, the people who own the highways of Alberta. From Hotchkiss in the North to Milk River in the South we hold meetings periodically, in which we give our people an opportunity to be informed, not of the government telling them what has to be, but informing them of what the regulations are and asking them if they carry their judgment or if they think changes should be made. I think it's a sound procedure, I don't know of any type of government anywhere in the world that produces better results than referring these things right to the rank and file of the people.

What are the regulations? All development on highways in Alberta today must be serviced by service roads. There is no individual access to the highway but it is accomplished by a service road. Some take objection to this when we put in a divided highway, particularly people who have been on that highway since the days when it was a horse trail. They want to know why we are taking out their access. Such an increase in traffic on that road can't be handled with a two-lane highway. The very fact that much more traffic is going to use the highway should give every person and business along that road an opportunity to share in the increased amount of business and if he is unable to compete with the others along the highway, then I say it is not the fault of the Department of Highways or the regulations but the fault lies elsewhere. I have yet to see such a business fold up where we've put in a modern highway and taken out the approach and provided an approach perhaps 500 feet further on, or whatever distance it happens to be to the nearest crossover. Now, what

does that do? It simply reduces the number of accesses to the highway and based on what I have said earlier, every access we are able to reduce or do away with, we are certainly saving human lives. These service roads are destined on our main arterial highway to be about 1000 feet in length. Frankly I think we may have to lengthen that. I'm not so sure that 1000 feet with the traffic as it is developing today on a modern arterial highway is sufficient space between the ingress and the egress of a service road. There are a good number of developers who want this distance reduced. Using 1000 feet as the figure provides ingress and egress at each end of the service road in order to firstly—provide for cross traffic safety with the use of a median strip, which on our new highway south of Leduc down to a point south of Red Deer will be 70 feet. This will provide for crossovers in safety where a vehicle, even the longest school bus, can get in the median strip and stop and look to see whether traffic is coming on the lanes they are going to cross or which they are to enter. A great many people say 'why can't I have an access road right in front of my pumps?' Occasionally we get letters from even municipal councillors objecting to our policy. Many times we get letters from Ministers of the Gospel wanting to know why we are going to put their particular parishoner out of business.

Around the Nisku development, there have been tremendous pressures from some developers and from some solicitors in Edmonton to force us to put another entrance closer to the road that presently leads to Devon and for the present, to the airport even though that is destined to be one of the busiest intersections in the Province. We haven't acceded to those pressures because to do so would mean that I was saying that I have the right to gamble with human life and I have no such authority.

We have found from experience that entrances to highways that are closer than 500 feet from a major intersection or bridge or hill or anything of that nature are hazardous. Where they have been put in they have injured people and have taken human life. Consequently we have our regulations in order to try to protect the public interest and human life, so that no entrance will be closer than 500 feet to an intersection or bridge, etc.

There are occasions in a 25 mile zone in a hamlet where this rule is reduced, but we have not reduced it on our main and our arterial highways in spite of various pressures. I would suggest, Mr. Chairman, that even if these regulations we have are man made, they are made only after careful study of ways to solve the problems. If you consider some of these distances are wrong, then I would certainly appreciate if you would let us have a resolution that carries the judgment of this group. It will certainly be taken into very careful consideration with the judgment of other people in the Province as well.

What about the angle at which we insist the service road be brought out? We insist on a 90 degree approach so that the operator of a vehicle can look both ways before entering the highway. Others have been known to have made representations for a 45 degree approach. We have not accepted this because firstly, it would not fit in with the crossover on a divided highway, and secondly, it reduces the visibility of people going in certain directions and consequently increases the hazard. It has been found that where people must turn their necks right around in order to see if something is coming, some will save that effort and there will be the occasion when someone is killed. It is no effort to look both ways on a 90 degree approach and that's why we have the 90 degree approach.

In connection with deceleration and acceleration lanes on a main arterial highway, we think these are essential. At the present time, we are using the 10 foot shoulder on some of our highways as acceleration or deceleration lanes. I submit, Mr. Chairman, that it is not a proper expense to put on the shoulders of the people of Alberta to provide these acceleration and deceleration lanes which are put in only to accommodate business establishments. I submit that this cost should be borne by the company which is the benefactor. When we say to people that they are going to have to pay the additional expense of providing acceleration and deceleration lanes because a certain company has built a service station, I submit that this is not a fair expense on the shoulders of the people. That is a proper expense on the capital development of the particular business that is built for

the purpose of making a profit from highway users.

What about some of the other types of development? Under the Subdivision Regulations it is intended to try to have highway commercial developments not strung along the entire highway, but rather on the open highway at points about eight miles apart. In the Department of Highways we would prefer to have these developments on one side of the highway only and not on both sides because if they are on one side of the road they reduce the hazard. If you have development on both sides of the highway, there are a certain number of people who will walk back and forth for some reason or other and this creates a hazard. The elderly man from the Senior Citizen's home in Red Deer, who was struck down the other night had been to the Capri Hotel Dining Room to have dinner with his wife. He thought he was walking in safety when he was struck down. He had to cross a major highway. A reoccurrence will be avoided when the new by-pass is completed.

We are a young Province, we're barely 50 years of age. We have vision that this Province will grow and grow and grow with a tremendous population compared to what we have today. While our vehicle population today is the greatest per capita in Canada, it's going to grow too. Consequently, when we are planning today we should realize that what we are putting in today is going to be there for a long time and if we make a mistake today, there will be blood on our skirts for five, ten, fifteen or twenty years in the future from people who will be killed because of that mistake. It's a grave responsibility, we can't look at it lightly.

What about this development with service roads along main highways about 8 miles apart? With the service road development, we can limit the number of accesses. The people who are going to develop the businesses are the ones who choose the spots. They are the ones who choose; it's not the government who says, you must build here, you must build there. Private enterprise has a chance to exercise its own functions and its own sense of business. If the development is on both sides of the highway a problem is created; if it's on one side, the problem is reduced. Some people

have asked us why we put the highway through Spruce Grove. The major reasons were that there is an adequate service road, most of the development is on one side of the highway and we have limited access to that highway. When that highway is completed there is no reason why traffic can't move through Spruce Grove at 40 or 50 miles an hour safely. Access will be only at limited points. Had we moved the highway out of Spruce Grove, within a very few years we could have had development under our present regulations, comparable to what we have at Spruce Grove only it might be on both sides of the highway. In evaluating all of these items it finally led us to put the highway through Spruce Grove. The adequate service road and the limited access should give traffic a chance to move without creating another development as we would probably have had if we had moved the highway north. Perhaps in time it will have to be done, but we made the decision after careful thought and study, together with people of the area including of course, the members of the councils concerned.

Now, what about this other type that was mentioned by Dr. Walter? The type of development inside a divided highway. We may as well be frank; I don't recommend this type of development. We have given it very careful study and thought. Some of the reasons why we think it's unwise to adopt it at this time are as follows:

1. It creates additional curvature and curves in highways are dangerous. There are people who say we should engineer curves into our highways. That may be so if you are driving for six or seven hours on a straight road and you need something to help keep your attention. I don't know of any tangent in the Province of Alberta where you would be longer than 40 minutes without coming to some type of curve or gradient, therefore I don't think that argument stands in this Province. Where you increase curvature you have to introduce a certain amount of super elevation. Whether that is done or not, when the roads are icy, every curve becomes a hazardous spot. The introduction of a large amount of additional curvature on an otherwise straight road is not desirable.

2. It would not appear to reduce or do away with the cross traffic, as these are on multi-lane highways where there are either two lanes of traffic on each side, or three lanes and perhaps eventually four lanes; obviously the inside lane is the fast lane. As you move towards the inside on a two-lane highway, you expect the slower traffic to stay in the outside lane and the faster traffic to get on the inside lane. In this way we make freeways of both lanes of highway. If you are going to have slow traffic on both of them you will reduce the value in the potential of that highway and have traffic jams as you have on a two-lane highway. If the slower traffic keeps to the right and the faster traffic gets over to the left on a two-lane highway, that would mean that whenever you were going to cross into this development that lies inside of the two highways, the traffic that is slowing up would have to cross the line of fast traffic. There would be cross traffic and actually a more dangerous type of cross traffic than we have on a "side" development, particularly if development is on only one side of the highway. Where the traffic using the outside lane is the slower traffic it can simply, with a right turn, move off the deceleration lane and into the service road at the ingress. I submit that this is a point that must be considered very seriously because we are not limiting our multi-lane highways in this Province to two-lanes or to divided four-lanes. Eventually, we expect to have a divided six-lane and maybe a divided eight-lane highway. We had better plan for such eventualities now or we will be making a very bad mistake for which future Albertans and future Canadians will have to pay.

I hope that what I have said will be of some benefit towards the final conclusions of this panel. Thank you very much.

Dr. Chalmers—If it weren't for the passage of time, I'm sure we would all be very pleased to have Mr. Taylor continue. He speaks with a great deal of authority and a great deal of knowledge. However, I do think that perhaps there might be some questions that some of you would like to ask and we have a few minutes for that purpose. If you have a question please stand up, identify yourself and the group that you represent, state to whom you are addressing your question and then state your question.

Mr. Turner (Lethbridge)—Would Mr. Taylor please comment on the relationship of his Department to the District Planning Commissions with respect to highway locations?

Mr. Taylor—The Department of Highways is charged with certain responsibilities under our legislation. The District Planning Commissions are advisory to the municipal councils that form part of the planning commissions. The relationship between the planning commission and the Department of Highways therefore is that the planning commission through their councils or as a body, if it has the approval of the affiliated councils, makes recommendations to the Department of Highways. However, the final decision and the responsibility for that decision will have to be taken by the Department of Highways. We are certainly always pleased to have representations although sometimes representations cannot be accepted because of good reasons, but we hope that we can maintain a very excellent relationship. We have found that many of the representations made by the planning bodies of this Province have kept us from making serious mistakes and have been most appreciated.

Dr. Chalmers—Thank you, Mr. Taylor. I should have said that Mr. Turner is a member of the Oldman River District Planning Commission. Do we have another question?

N. Trough (Urban Development Institute)—I was most interested to hear the statistics regarding accidents from Mr. Taylor and I wonder if he has any statistics which would indicate the accident ratio between those drivers who usually travel long distances on highways and those drivers who are local rural individuals not necessarily very familiar with highway travel at various intersections.

Mr. Taylor—No, I'm sorry we haven't. That would mean we would almost have to keep an individual record of the mileage driven by over the half million drivers in the Province. We have never made any study in that regard; it would be an interesting study but it would be a very costly one and would take a tremendous amount of work. We may be able to at some time in the

future, breaking these down into categories, say under 10,000 miles per year and over 10,000 miles per year, then putting a question on our police reports so that it is filled in by the police at the time of an accident. It is something I would be glad to take up with the Bureau of Vital Statistics and the other Departments of Canada. Periodically we have meetings and we try to keep our statistics unified right across Canada so that the Bureau of Vital Statistics can make use of them. It's a suggestion I would be glad to raise with that group.

Dr. Chalmers—Mr. Rhys Smith, Director of the Calgary District Planning Commission has a question.

Mr. Smith—Mr. Taylor, I believe that you know that the planning commissions and the members, which include the municipalities, are generally very much in favor of the safety factors you have mentioned and appreciate the reasons you are trying to protect the highways. Their awareness and sympathy with this has actually reflected itself in the control of development which the municipalities are exercising on the highways by way of their own zoning by-laws and other policies.

There is a matter which does arise and is being given a good deal of thought on the part of planning commissions and their members. Firstly, control has been established through a designation of certain uses along the highways which are acceptable as highway commercial uses and it has been thought that these are comprised pretty well of service stations, motels and coffee shops and not too much else. Recently though a new phenomenon has been raising its ugly head and we don't know just how this should be dealt with. This has to do with various types of recreational development. The most prominent one that we have locally is the Happy Valley Development in the M.D. of Rockyview, west of the City of Calgary. The amount of traffic which arises out of this is many times what any service station operator in his fondest dream could ever imagine. Such development can fit logically within a rural development program. The municipalities and the planning commission are trying to separate such developments by saying that go-cart tracks, for example, are not

attracted out by rural amenities; they should stay inside the city if possible. There has been an attempt to separate these, but even this type of development makes a go-cart track look like toyland. I don't know whether there is any answer, whether there is any advice or assistance we can get from your Department or whether even some of these proposed developments should be forced back into, or close to, the city in order to try to preserve the highway for its prime purpose, the transport of people.

Mr. Taylor—Thank you, Mr. Smith. First of all may I say the cooperation that has been given by the municipal councillors in the Province has been most excellent. I certainly appreciate that very much. As an example I might say that Mr. Bull who is reeve of the Rockyview Municipality, who incidentally is here in the audience today and his entire council along with the secretary-treasurer and Mr. Smith of the planning commission, gave up an entire Saturday to go out and deal with some of these problems in trying to reach a proper solution and you can't beat that kind of cooperation.

In connection with recreational centres along a main highway, I think that it is almost impossible to have a type of recreational facility that many of our city dwellers want today inside the city limits. They want to get out to where there is a rustic view; where they have fresh air; where they can relax and enjoy the scenery that can't be found in the city. I think this is necessary for physical well-being, mental well-being and maybe the spiritual well-being of the vast numbers of people who are now congregating in our major cities. I don't look askance at these recreation developments along main highways, providing there is adequate safe access to them and providing that the traffic in going to and coming from does not create a hazard for through traffic. I know this is difficult and may require a service road. I don't think we should for one minute have traffic backing up and lining up waiting to get into a recreational centre on a main highway including through traffic. If the traffic develops to that extent, the development should be required to provide a service road that will look after the traffic that may pile up while waiting to purchase tickets. Also, when the traffic is leaving

there should be proper facilities and if necessary, someone to control it so that the through traffic can keep moving. I really don't look askance at these recreation developments. I would prefer to say that development along highways, whatever nature it may be, should be carried out with full regard to the safety of the traffic on that highway, including the people who want to go to these facilities. If this can be done through adequate service roads and limited access, then I think it will serve a very useful purpose in the Province.

Mr. Martin—I would like to ask Mr. Taylor whether in connection with a project of the kind that Mr. Smith described, the Happy Valley project, which has an investment, I believe, of over a million dollars, if he would extend his requirement on the part of the developer for acceleration and deceleration lanes and to build an underpass under the highway. This may not be economically unrealistic in relation to the amount of investment already in, however in this instance this may be the only solution to the problem because the traffic peaks at this point coincide with the peaks from Calgary to Banff.

Mr. Taylor—In connection with the Happy Valley development, if the traffic continues to develop as it has already been developing and if the potential is as vast as I frankly think it is, then it certainly should be the responsibility of the developer to provide a proper separation of traffic, even to the extent of providing an underpass or interchange of traffic. I think that is going to have to come and I don't think this would be a proper expenditure to put on the shoulders of the people. This would be an expenditure that would put money into the pockets of the developer making it a more prosperous business. Although the development would certainly add to the economy of the Province and of the nation, I think a type of interchange should be required. I think it would be a proper capital charge on this particular type of business.

Mayor Pike (Wetaskiwin)—Mr. Chairman, ladies and gentlemen. It seems that our discussion on commercial development along the highways has evolved primarily around service stations on the highways. I believe that the needs of the travelling public are

more than just gas and oil. I think that tourist attractions and other things do form part of their needs and I think for this very reason that the location of our highways is a very important matter. We in Wetaskiwin are most concerned with the proposed new location of Highway No. 2. We feel that in the plans proposed for the highway from Leduc to Lacombe completely abandon the villages and towns and our city along the route. We feel the highway is proposed only to connect Edmonton and Calgary; we feel we have something to offer the travelling public as well and we think this highway should be for our use also.

I was very pleased to hear Mr. Taylor state that part of the policy is to preserve the investment of the people along the highways of Alberta. I would submit that we in Wetaskiwin have a tremendous investment in the highway as it stands now and we could do certain improvements and maintain what we have.

Thank you very much.

Mr. Taylor—Mr. Chairman, I think that one or two things that I didn't plan to say will have to be said, however, I will try to keep it short. In the first place I think we should preserve the investment we have in the present No. 2 Highway to the fullest possible extent. There is no intention to tear up the highway at all. The new highway is being constructed as an arterial highway, and consequently it is not fair to require everybody who is going to use the highway to put on 'X' miles more simply for the privilege and pleasure of going through the beautiful City of Wetaskiwin. It just doesn't make sense. But everybody that wants to, and I think there will be a lot of traffic that will, still have easy access through an interchange to use the present excellent highway facilities to go to Wetaskiwin. It would not be sound for us to say we will not provide an alternative if there is a better alternative for arterial traffic and that's all we are doing.

I'm not going into this further at this time but if anybody is interested, we have called a public meeting to be held in the auditorium at the Ponoka High School on Friday night next, one week from tonight commencing at 8:00 p.m. at which time we

will outline the route which we plan to use with reasons for using it. The reasons which we have adopted can't be made special for any one particular town or city. We are the servants of the people of the Province of Alberta. If anyone can show logically and can carry the judgment of the people, that the route that we have chosen is not in the best interests of the Province and people of the Province then we would be most happy to change that route. But it will have to carry the judgment of the people of the Province who are investing their money in this highway. It would not be fair to say we just have to carry the judgment of the people of one town or one city or in one particular area. It's all the people that are paying the bill. I can assure Mayor Pike that I appreciate the cooperation he has given in the past. We don't want to do anything to hurt Wetaskiwin but we must make decisions in the interest of the tremendous volume of traffic that is developing and that is going to make use of our arterial highways, not only now but ten, twenty, thirty, perhaps one hundred and fifty years from now. That is our responsibility and we will certainly try to fulfill it to the very best of our ability.

Dr. Chalmers—Thank you, Mr. Taylor. Now Mr. Moyer, the meeting is yours.

Mr. Moyer—On behalf of the meeting, Dr. Chalmers and your panel, I would like to extend thanks for your participating in the discussion this morning. It shows it has well been worth while.

Thank you very much.

ASSESSMENT, SUBDIVISION & DEVELOPMENT OF AGRICULTURAL LANDS ON THE PERIPHERY OF URBAN CENTRES

Mr. L. Milne—As afternoon chairman, I will call on the panel chairman, Mr. Putnam, Deputy Minister of Agriculture, and his panel to come forward. Mr. Putnam will introduce the panel members.

Mr. Putnam—Mr. Chairman, ladies and gentlemen. I am very happy to be your panel chairman this afternoon. I propose to introduce the panel members and give you a few figures that I think you might be interested in.

The panel this afternoon will appear in this order. Mr. H.N. Yates, who is representing the Edmonton Real Estate Board; the second speaker will be Mr. Frank Marlyn, Director of the Edmonton District Planning Commission and the third speaker is Mr. Gordon Moon, Assessor and Industrial Commissioner of the City of Grande Prairie.

These men will give short talks of about 10 minutes each in the order in which I've named them, after which, if there is sufficient time, there will be a question period. I'm going to ask those of you who wish to ask questions to direct them to the specific person that you wish to have answer. Don't direct them through the chair as this takes more time.

The only comments I want to make myself—we are talking this afternoon about land on the periphery of urban centres and this morning I tried to calculate what amount of land this involves. That is the relationship in Alberta, of land that is in urban centres to agricultural land as a whole. The agricultural land in Alberta is estimated to be about 68 million acres and approximately 40 million acres of arable land. In the 10 cities, 88 towns, 159 villages and 188 hamlets of over 100 population, which is a total of 445 urban centres, there is approximately 285 thousand acres of land.

If we accept the assumption that the average size of an urban centre (hamlets, towns, villages and cities) is one square mile or 640 acres, then these 285 thousand acres represent about 4/10 of one per cent of the total agricultural land, quite a small percentage. One of the problems of course is that this land on the periphery of the urban centres is very often the very best land we have, or certainly it seems to be when one tries to buy some. I just indicated those figures to you as something of a little interest.

I will now proceed to call on Mr. Yates for his paper.

Mr. Yates—I note on the conference agenda that the firm I am associated with received some mention for which I am not entirely ungrateful. However, I would like to state in actual fact that I am here upon your gracious invitation on behalf of the Edmonton Real Estate Board and might add that this invitation to join you is most sincerely appreciated.

My point of view will not be one of the planner, surveyor, municipal official, developer or landowner, but that of a Realtor.

This particular subject reminded me of a true story which occurred in the Washington city rural fringe. A disgruntled estate owner, upset because a 149 unit development was slated adjoining his property, unsuccessfully fought the action in court and at zoning hearings. Failing to get sympathetic response from the authorities, he erected a huge sign on his 1000 acre farm which read "Bethel Valley Hog Ranch. Mixed Breeds Bought, Traded and Sold". The result was that the sign killed all interest in the proposed development.

In my discussion on this topic I may digress to some extent, but do wish to approach the subject on broad terms, taking into consideration development of intensified residential, industrial, small holdings and country estates, and also expounding on the subject to some extent the investors and developers role as it affects agricultural lands. Farm land assessment in rural-urban fringe is, of course, one of the many problems associated with

today's trend to suburban development. One of our most debatable questions is whether or not these undeveloped agricultural lands should be taxed on the basis of market value or actual use.

In the strict sense of the word, assessment should be based on such concepts as true market value, full cash value and highest and best use. When this formula is followed, however, past history has shown that premature sales to developers and investors, due to tax pressures on the farmer, may result.

Generally, therefore, it is my opinion that agricultural land assessment should be maintained on the basis of use, providing the land is actively devoted to farm and agricultural uses. Our farmers, who years ago settled close to the urban centres, should not be placed in an uncompromising position from an economic point of view in order to market their products, and should not be adversely affected by neighboring land uses of a more intensive nature.

As I see it the greatest danger of increased agricultural assessment around the periphery is that it may force farmers to premature sale and hence investors requesting premature development. From the town planners point of view the result is urban sprawl far in advance of necessity.

I feel that perhaps the long range solution will be one of compromise dependent upon whether the land owner is a bona fide farmer or an investor or speculator.

We hear much today regarding the speculator and land developer. It is said that fringe land prices and consequently developed land rates are obligating the consumer to pay exorbitant prices far in excess of costs. In many cases this is true. However, in many others it is not. We all know that some land speculators have made fantastic profits on their investments and that fortunes have been built as a result of it. Personally, I have no quarrel with private enterprise and the speculator. If the future were perfectly certain there would be no opportunity for any bright individual to come along with a revolutionary in-

novation; everything would already be known. This shows that the speculator's profits are closely tied up with risk and uncertainty. Because of uncertainty the land-owner may experience windfall gains or losses.

The foregoing remarks lead us right into the field of subdivision and development of agricultural lands located adjacent to urban centres. Almost without exception by the time land has reached the stage where subdivision is warranted it no longer belongs to the true farmer. It now belongs to the speculator, the developer or the municipality. From here on in the value realized from the land is strictly a matter of supply and demand. As our urban centres grow, so also does the demand for residential, industrial and commercial land. The responsibility to supply the demand, as the circumference of our towns and cities expand, lies with the municipal authorities. Certainly there is no shortage of land within our Provincial boundaries.

Most municipalities are today taking a much more visionary approach to future planning and are now attempting to stage development of periphery lands farther in advance. Although, this pre-planning is fundamentally a sound approach it must always be open to revision. Changes in population shifts and living habits cannot be predetermined too far in advance.

It is in these respects that the municipalities must work very closely with the land developer and at this point let me give my definition of a true land developer. He is an individual who is capable of making an accurate analysis of the market for at least two to five years ahead in terms of consumer demands. He must be thoroughly familiar with basic engineering data and fundamental modern subdivision design principals. I do not, therefore, consider an individual a land developer unless he possesses these qualifications. I stress this to differentiate between the developer and the pure investor or speculator.

The role of the land developer, therefore, is placed in close liaison with all municipal planning and development authorities. This must be a close relationship to foster proper, contiguous and

sensible subdivision and development.

The planning and development of these fringe lands, may be for several purposes, which fall into the main general classifications of intensified residential, industrial, small holdings or country estates. For the most part agricultural lands developed for small holdings and country estates are limited to within five miles of the urban metropolitan boundary. Subdivisions of this type have, to my knowledge, been rather unsuccessful in our province and no concentrated demand has been experienced. No doubt there are several very good reasons for this apparent lack of demand, but perhaps the foremost is the fact that our urban populations have not reached the density or industrialization which drives families into the country for a secluded piece of property, upon which they more or less do as they please. From experience I have also learned that the majority of people balk at travelling over secondary highways and roadways which may or may not be in passable condition depending on the elements. Other amenities, of course, affecting this type of living are the availability and costs involved to provide power, natural gas, water, sanitary disposal facilities, etc.

I feel that subdivision planned for country estates or small holdings, therefore, can only materialize to the extent intended if the amenities of urban living can be provided at reasonable rates and costs. It can be anticipated that more requests for zoning and planning for these purposes will be proposed in the near future and the only cautious note I can sound on developments of this type is one of concern, that the planning authorities will limit such proposals to need and demand, and insist that they are properly located geographically having regard to future expansion of industry and intensified residential.

Now a word concerning the role of industrial lands on the periphery.

Industry's movement into the prairies and particularly into the Province of Alberta over the past few years has resulted in keen competition between urban, suburban and rural authorities.

Here in the Edmonton area for example, we see industry established to quite a considerable degree in our rural lands. The advantages of steering away from congested urban centres which years ago were the stronghold of industry are apparent; reasonably priced and plentiful land, highway accessibility and main lines of supply to name a few.

Industrial development in the rural fringe surrounding Edmonton particularly, however, did not come about to a large degree because of desire, but due to the fact that desirable sites of sufficient land size were limited within the City boundaries. The urban area of Edmonton proper just simply lacked the space aside from any other amenities to accommodate the oil refineries, related petrochemical industries and the pipeline terminals.

I predict that continued expansion of these industrial plants in the rural fringe areas will continue at an even more accelerated pace over the next few years. Most of these lands are easily serviced with municipal and industrial water, electric power and excellent transportation facilities which coupled together with our rapidly expanding population attracts such developments.

The direction that industry will take in our major urban metropolitan areas has already been predetermined to a large extent. In the Edmonton area the bulk of new major industry has developed in the Municipal District of Strathcona. There can be no doubt that this area will continue to expand and that this expansion should be coordinated and developed in close liaison with the Strathcona council, the Edmonton District Planning Commission and the Director of Town and Rural Planning.

The growth of industrial parks—that is, large areas of land subdivided into individual tracts of varying size, will no doubt become more prevalent in planning the development of industrial areas on rural urban fringe. The secret of success of these industrial parks is careful planning, combining efficient utilization of available acreage together with adequate public utilities and accessibility to arterial highways.

As industry expands in rural fringe areas it usually follows that adjacent intensified residential areas commence to build rapidly and the demand for development of lands into the rural fringe is inevitable. Generally speaking unless hamlets, villages, or towns closely border this built up industrial colony annexation by the urban municipality will be the result.

If, as and when annexation does occur, sections of rural lands which have previously bordered the periphery now become, of course, lands within the urban boundary and control over development of said lands is exercised by the urban authorities. For all intents and purposes these lands will continue to be used for agricultural or farming purposes until actual subdivision and utility development commences. It may well be a decade before the majority of these lands have reached the final stages of development.

It is these rural agricultural lands that are optioned or purchased from the farmer by the developer and investor in anticipation of annexation or some form of subdivision development. This holds true for residential as well as industrial. The planned contiguous stages of development is the responsibility of municipal authority. In some municipalities the actual development, that is to say the installation of services, is carried out entirely by the developer and in others, basically by the municipality itself. In my opinion when servicing is carried out, and is the responsibility of the developer, there is much less wholesale speculation in fringe areas and probably a great deal less pressure brought to bear on civic authorities to supply subdivisions in advance of any pre-arranged plan.

I cannot truthfully say that I am an advocate of private developers installing complete services and the city getting out of the business entirely as I agree that there are two schools of thought on the matter. However, I would like to stress one point and that is that, development in any area which does not keep up with supply and demand will inevitably push prices up, up and up. Supply can only be maintained providing the municipal authorities make serviced land available as required. When any

municipality reaches the point of financial inability to meet the demand, then the time has come to look at private development for this purpose and meet it on competitive ground.

Perhaps discussion of development of intensified residential lands already annexed by the urban municipality does not fall into the category of this panel's purpose. However, it can be assumed that periphery agricultural lands bordering rapidly on expanding urban areas will continue to be absorbed as need and demand dictates.

To sum up may I say that I favor development whether industrial or residential away from the fringe of urban areas and I know that such developments can be economically sound, beneficial to the municipal district or county and attractive to both the industrialist and the resident property owner. I, therefore, earnestly trust that our planning authorities will take under very careful consideration all such proposals which are based on modern subdivision principals and are feasibly and economically sound. I do hope, however, that in future years we see no repetition of small holdings scattered at random around the urban circumference nor at the same time sub-standard intensified residential situations arising under the pretext of reduced assessment and taxation. It is these situations that we all eventually pay for and which place a stigma on valuable land in close proximity.

Mr. Putnam—Thank you, Mr. Yates. The next speaker is Mr. Frank Marlyn.

Mr. Marlyn—Mr. Chairman, chairman of the afternoon, ladies and gentlemen. Since the tenure of this conference to date has been one of everyone agreeing with everyone else, I do not intend at this late stage to change this happy state of affairs. At the time at my disposal I can only touch in a very general way on one part of this complex subject.

A growing urban area has an impact far beyond its boundaries. There is the need, on the boundaries of an urban area, for expansion for housing and industry. There are the urban uses which

in many cases must locate in the rural areas, such as airports, reservoirs, institutional and recreational uses, cemeteries, military installations, country estates and so on at great length and there are in addition pressures for the break up of farm land for no immediate or specific uses, into parcels of ten or twenty or thirty or sixty acres. It is this particular type of subdivision which I wish to discuss. In the Edmonton area we have the legacy of past periods of unregulated subdivision of this kind which we can study and from which experience we can benefit.

These large areas of acreage subdivision registered on the periphery of the city before 1914 have had a number of effects. They put considerable area of farm land either out of use or limit its use for many years. They have tended to attract sub-standard development. In cases where twenty or thirty years later they have been required for more intense urban use, the existing development and the pattern of subdivision have made a sound and economic residential subdivision difficult or impossible. A good case can be made that both from urban and rural points of view much of this type of subdivision has not proved to be in the public interest, has proved costly and detrimental to a high quality of environment.

From a planning point of view a number of measures have been taken to keep this problem within reasonable limits. Under a district plan common zoning policies can be established in a metropolitan area and similarly interim development control measures by the municipalities. Barriers for future urban expansion can be designated within which subdivision must fit into the future overall subdivision. Urban development can be kept reasonably compact so that "leap-frogging" and "sprawl" do not leave intermittent unused pockets of land. Under the Subdivision Regulations a specific use may be required for every subdivision and development within a reasonable period of time demanded. The manner of extension of services and utilities can augment zoning and subdivision policies and so on. I do not mean that a combination of these measures will completely solve the problem although they can keep it within reasonable limits.

It follows that if municipalities are trying to achieve certain policies through planning, that the other areas of influence that affect land use should be examined to see if they are of assistance or are in conflict with these general objectives. That is, if the left hand knows what the right hand is doing. Of interest in this regard is a recent publication of the Conservation Council of the Province of Ontario, called "The Impact of Urban Growth on Agricultural Land". The study is based on the survey of the agricultural land on the periphery of four urban centres in Ontario. One of the conclusions of the study is the area of farm land lying idle is subject to pressures pushing it out of agricultural production and in 1960 such lands were substantially greater than the total area used for development. In one centre the area adversely affected was five times the area needed for urban development and this study called this area the "urban shadow". Another conclusion was that in all four centres the tendency to establish assessment levels on farm land that are higher than normal rural levels does not effectively limit "urban shadow." The situation in Alberta would seem to differ in that the assessment standards under the Municipal Assessment and Equalization Act recommends certain alternatives. However, these would not appear to be such that they have become a major factor in limiting "urban shadow", although opinion may differ on this matter. There may however, be some question whether the assessment and taxation on less than realistic farm size as possible, say 20 to 80 acres, is completely satisfactory in terms of municipal costs or on terms of the objective of discouraging the indiscriminate breakup of farm land. There are many factors involved and I am sure a wide range of attitude and opinion.

In conclusion, there are two points I would like to make. The first point is that because this impact is well beyond the urban boundary and even the metropolitan area, it can in the long run, best be resolved on a regional level. In a recent paper on the lost farm and the growth of the metropolitan regions of Canada, this was noted and went on to say that the lower mainland region of British Columbia, the Alberta District Planning Commissions and probably the Winnipeg Metropolitan Planning area are the only bodies in Canada where the planning function covers the

necessary metropolitan region, so that in tackling this problem we do have a very valuable administrative arrangement. The second point is that a breakup of agricultural land for indeterminate purposes has a far reaching long term effect on the orderly and economic growth of the area. It is a complex problem with many factors involved, but it is necessary to define our objectives, agree on them and then use the devices available, whether controls on zoning, on subdivision, on development and (to the extent that it is possible), taxation, to work towards these objectives.

Mr. Putnam—Thank you, Mr. Marlyn. The last speaker on our panel is Mr. Moon from Grande Prairie.

Mr. Moon—Thank you, Mr. Chairman, Chairman of the afternoon, Mr. Milne. The assessing or establishing of land values, evaluations on unsubdivided or undeveloped land lying adjacent to developed areas, as you realize can create many problems for those connected with and responsible for working out equitable land assessments for taxation purposes. In most cases this land is being used for agricultural purposes. In many instances it lies within the city or town limits and for all intents and purposes, has a relatively high potential sales value. Particularly so if the development of the city appears to be thrusting in that direction.

There are six or seven basic principles followed when assessing subdivided land within the bounds of the city or town. These are as follows: the size and shape of the parcel, the location, topography, zoning, streets serving the parcel and the availability of services such as sewer, water, power, gas, telephone and so on. These principles do not necessarily apply when assessing unsubdivided parcels of land primarily used for agricultural purposes.

Indications are that most of the land adjacent to developed areas is owned by three classes of people. Firstly, the recognized farmer who has possibly owned the land for a considerable period of time. Secondly, we have the qualified urban developer and thirdly, we have the straight land speculator. This latter group appears to create the greatest problem. The farmer who has been using the land for part of his overall operation finds himself in a

rather awkward position at times. If he sells a portion of his farm he could well reduce the acreage to the point which is no longer an economical farm unit to operate. If he can sell the whole of the farm acreage at a price attractive enough he can of course re-establish himself on a new location, possibly not too distant from the city or town. Some consideration must be given to this unit and the municipality must not place a tax burden beyond the farmer's ability to pay. I am quite free to admit that there are probably many cases of farmers in a situation outlined above who have gone on to become land speculators.

We recognize that the urban developer does not usually buy land too far ahead for proposed development and therefore, in my opinion, does not create any great problem for any extended period of time. On the other hand, a straight land speculator, a fellow who is continually moving out from the development and buying nearby land does create a problem. A common practice for speculators is to buy farm land and lease it to a farmer as a farm and recover enough to pay the taxes which are usually low. Development later takes place around the parcel and by that time the value of the land has increased substantially. This often tends to hinder the orderly development of the area and as long as it is a parcel in excess of 20 acres and used for agricultural purposes, assessment is usually based on farm land value. In many cases, assessors place on land adjacent to developed areas, a higher assessment than on a portion of land farther from development. This is termed a "potential subdivision assessment". This to me is a rather dangerous practice. I suggest it is not only difficult but almost impossible to correctly forecast which way and at what time, undeveloped areas will develop. There is always a danger when placing high land values on undeveloped land and if we could be absolutely sure that in the next 3, 5 or even 10 years we could determine the growth pattern of development and be sure the pattern would be similar to that of the past few years, the problem could be made much easier.

An example of what could happen could probably best be illustrated by referring back to the City of Edmonton in its early years. In the years 1905 through 1910, there was a great influx

of people to the City of Edmonton; land values became very high and there was a lot of speculation. Around 1911 or 1912, I believe, this growth tapered off very quickly and as an end result, large blocks of lots were returned to the City for unpaid taxes. This is one of the problems we try to forecast; how fast and when land will develop and for that reason it's dangerous practice to place high assessments on it.

Some mention was made yesterday of general plans. I've had an opportunity to discuss this very briefly with Mr. Milne, our new director of the Peace River District Planning Commission and from what little I know about a general plan, it seems to me to be a good policy. When you start zoning land ahead of use, I think many problems could be encountered. Under a good general plan or master plan, the land could be left in its present agricultural zoning and many problems overcome that are faced when zoning too far ahead is undertaken. This is a little off the track but I'll just point out that to an assessor, zoning is quite a vital part of establishing land values. For that reason I'm a believer in general plans rather than large zoning areas where the use is not tied down as yet.

Thank you.

Mr. Putnam—Thank you, Mr. Moon. Well, ladies and gentlemen, our time is up. I want to thank the audience for their attention and to thank the panel members for their cooperation. It has been a pleasure being your chairman for this short time and now I'll turn the meeting back to Mr. Milne.

Mr. Milne—I must confess that as a planner, and sitting as chairman for the afternoon I was very tempted to take part in some of the discussions. However, I must forego that and content myself, as you must content yourselves, with thinking over all the various points that have been raised in these discussions. We do thank the chairman of the panel and the panelists for their addresses. Before I go on to the next part of the business I would just like to say that having very recently returned from a vacation in Scotland I can assure you that there is no truth in the rumor that

Prime Minister MacMillan is prepared to do a deal with Canada to trade planners for tractors.

BUSINESS SESSION

After the last session a brief business session was held to hear comments regarding the operation of the 1961 conference and to make suggestions in regard to future conferences.

A discussion was held as to the merits of having the whole conference listen to speakers or panels as against breaking up into small "workshops" where the individuals attending the conferences had a better opportunity to express their views. Although the "workshop" type of conference has certain advantages, the conference felt that the speaker-panel arrangement gives an opportunity to study more subjects in some detail at a short conference such as the Alberta Planning Conference.

Mayor Lonsdale of Lethbridge moved that a conference be held late in 1962 and that it be held in Lethbridge, if practical. The motion was carried.

Mr. Cole, Director of the Red Deer District Planning Commission announced that the 1962 National Convention of the Community Planning Association of Canada would be held in Edmonton in the latter part of September. Some discussion ensued as to the possibilities of holding the Alberta Conference and the National Convention together. The majority of those who spoke were of the opinion that the Conference and Convention should be held independently but should be separated by time and the Conference held elsewhere than in Edmonton.

Mr. Dant suggested that a program committee be established to arrange for the 1962 conference and those present fully endorsed his suggestion.

Mr. Cole moved that each of the district planning commissions, the planning offices of the Cities of Edmonton and Calgary and the Town and Rural Planning Branch should be represented on the program committee. Mr. Frank Marlyn seconded the motion and it was carried.

Mr. James B. Gee called on Mr. Noel Dant to make any closing remarks he might like to give.

Mr. Dant—Thank you, Mr. Chairman. I think possibly in summation one can say that we've had quite a lot of sober discussion which has been intermixed with quite a bit of humor and light anecdotes. I think, somewhat surprisingly to me, the keynote of this conference has been brotherhood or togetherness, whichever you would like to call it and apparently one of our delegates doesn't think that's too good a thing; it hasn't been controversial enough. Perhaps we can say this conference has been non-controversial. If that is the case, I would like to suggest that it hasn't been complacency and if people want to be controversial they have the opportunity to make controversial remarks. I think right from the start the note of togetherness was struck by our friend Carl Lester when he recalled that in his book work last night he discovered that the planning and surveying professions have been together for 5000 years and if they couldn't achieve harmony in this time, there is not much hope for the human race. A little later on we heard from Dr. Chalmers that the medical profession was created before then. I believe myself that the number of topics and different topics which have been discussed either by planners or by other speakers have been varied sufficiently to give some balance to the conference.

Now I have to say good-bye and good luck and I do hope that we will have you all together again next year and I now declare the conference closed.

The following delegates attended one or more sessions of the Conference:

H. L. Abram	County of Strathcona
A.M. Adamson	Edmonton
C. Akkerman	Forest Lawn
J.M. Baillie	Forest Lawn
Roy W. Balston ...	Medicine Hat District Planning Commission
C.A. Barnes	Edmonton
Ralph Bartram	Ponoka
Joseph Batty	Edmonton
T.J. Beavis	Red Deer District Planning Commission
Mrs. Olga Berk	Edmonton
Richard Bonser	Battle River District Planning Commission
W.M.E. Boytzun	Edmonton
A.H. Bradley	Edmonton
G.A. Bray	Department of Municipal Affairs, Edmonton
Louis Breton	Edmonton
E.C. Browning	Department of Municipal Affairs, Edmonton
L. Lewis Bull	Balzac
A.V. Bulmer	Calgary
F.L. Byrne	Department of Municipal Affairs, Edmonton
W.T. Candler	Edmonton
R.A. Cantelon	Department of Municipal Affairs, Edmonton
Dr. J.W. Chalmers	Provincial Planning Advisory Board
Steve Cherwonick	Edmonton
S.J. Clarke	Oldman River District Planning Commission
E.T. Clegg	Edmonton
D. Cole	Edmonton
Denis Cole	Red Deer District Planning Commission
R. Cundy	Red Deer District Planning Commission
Noel Dant	Provincial Planning Advisory Board
W. Dayal	C.M.H.C. Edmonton
Alderman J. Deltombe	Grande Prairie
C. Doan	Innisfail
C.L. Dombroski	Department of Highways, Edmonton
C.W. Duemler	Edmonton
B. Dyberg	Wetaskiwin
P. Ellwood	Edmonton

R.R. Erickson Department of Municipal Affairs, Edmonton
 Reeve John Evjen M.D. of Stony Plain
 I.L. Ewart Calgary
 Alderman R. Farran Calgary
 G.E. Garland Calgary
 James B. Gee Department of Municipal Affairs, Edmonton
 R.N. Giffen Edmonton District Planning Commission
 W.E. Gillespie Edmonton
 H.W. Glidden .. Department of Municipal Affairs, Spirit River
 H.T. Goy Department of Municipal Affairs, Peace River
 A.R. Grover Department of Municipal Affairs, High Prairie
 S.A. Guest Calgary
 Ben Gunn Blackfalds
 E.A. Halvorson Sundre
 R.R. Hanson Edmonton
 W.G. Hardcastle Edmonton
 Mayor E.J. Harrington Wanham
 J.L. Harris Edmonton
 R.N. Harvey Edmonton
 A. Hawkins County of Strathcona
 Mayor J.D. Henderson Devon
 C.J. Hennig Fort Saskatchewan
 G.D. Hetherington Lethbridge
 J.H. Holloway Provincial Planning Advisory Board
 Hon. A.J. Hooke Minister of Municipal Affairs
 C.D. Howarth Calgary
 L.D. Hyndman Edmonton
 A.R. Isbister Department of Municipal Affairs, Edmonton
 W.H. Jackson Lacombe
 John Jones Lethbridge
 J.H. Keating Edmonton
 E. Keith Clover Bar
 S. Keith Rimbey
 F.M. Kelly Edmonton
 S.J. Kerstens Department of Municipal Affairs, Edmonton
 W. Kirby Edmonton
 R. Klapsten South Edmonton
 J. Klitch Forest Lawn
 R.W. Kornelsen Edmonton

D.D. Kuchinski Department of Highways
 T. Leslie Grande Prairie
 C.W. Lester Provincial Planning Advisory Board
 E. Levin Regina, Saskatchewan
 Mayor E.C. Lonsdale Lethbridge
 G.H. Luck Edmonton District Planning Commission
 W.M. Mackay Department of Municipal Affairs, Edmonton
 R.C. Macleod Edmonton
 D.L. Makale Edmonton
 R. L. Maltby Edmonton
 F. Marlyn Edmonton District Planning Commission
 A.G. Martin Calgary
 R.W. Maslin Battle River District Planning Commission
 P.D. McCalla Department of Agriculture, Edmonton
 Mrs. Ida McCool Bowness
 D.A. McEachern Stanger
 Jack McKenzie Edmonton
 A. Miller Calgary District Planning Commission
 J.E. Miller Department of Municipal Affairs, Calgary
 Len Milne Peace River District Planning Commission
 Gordon Moon Grande Prairie
 Miss Yvonne Morin Edmonton
 J. Morhart Mayerthorpe
 G.W. Moyer Fort Saskatchewan
 G. L. Munro Indus
 Nelson Odlum Edmonton
 W.E. Ogden Edmonton
 L.O. Olsen Edmonton
 B. Orysiuk Department of Municipal Affairs, Edmonton
 M.R. Parker Ardrossan
 Dr. W.B. Parsons Red Deer
 A.L. Pfeiffer Edmonton District Planning Commission
 Mayor J.E. Pike Wetaskiwin
 Jerome Platt Taber
 W. Popp Valleyview
 G. Potter Valleyview
 J.E. Potter Department of Municipal Affairs, Edmonton
 J. Powell High Prairie
 D.M. Purdy Gunn

R. M. Putnam Provincial Planning Advisory Board
 B. Rachonsky Edmonton
 Mayor George Repka Grande Prairie
 J. D. Ritchie Edmonton
 C. T. Robson DMA, Rocky Mountain House
 S. C. Rodgers Edmonton
 M. Rogers Edmonton
 N. Roper Rimbey
 Miss D. L. Rundle .. Department of Municipal Affairs, Edmonton
 E. Rymer Department of Municipal Affairs, Edmonton
 G. D. Salloum Edmonton
 P. Shau Calgary
 Mrs. B. Scott Department of Municipal Affairs, Edmonton
 John Sehn Edmonton
 E. J. Shackleton Olds
 L. Slipec Department of Municipal Affairs, Edmonton
 A. R. Smith Calgary District Planning Commission
 L. O. Smith Lethbridge
 M. Stagg Department of Municipal Affairs, Edmonton
 P. A. Stonhouse DMA, Medicine Hat
 D. Sutherland Edmonton
 Hon. Gordon Taylor Minister of Highways
 H. Thompson Peace River District Planning Commission
 Alderman B. J. M. Tierman Grande Prairie
 Hedley Toogood Calgary
 N. S. Truth Calgary
 Mrs. Marie Turek Edmonton
 R. Turner Oldman River District Planning Commission
 W. D. Usher Edmonton
 G. C. Walker Edmonton
 Dr. K. W. Walter Toronto, Ontario
 N. Waluk Edmonton
 Mayor N. Wedman Calmar
 M. D. Weir Edmonton
 Alderman C. Wescott Lethbridge
 Mrs. C. R. Wood, MLA Stony Plain
 Dr. V. Wood Provincial Planning Advisory Board
 J. J. Wynne Department of Municipal Affairs, Edson
 H. N. Yates Edmonton
 Mayor A. B. Young Three Hills

EXHIBITS AND DISPLAYS

PROVINCE OF ALBERTA

Department of Municipal Affairs

Maps showing: Topography of Province
Urban Population of Province
Watersheds of Province
Rural Population Density of Province
Population Changes of Province
Farm Types of Province
Utilities of Province
Recreation of Province
Transport Routes of Province
Municipalities of Province
District Planning Commission Members of Province

Department of Lands and Forests

Examples of Aerial Photography

City of Edmonton

City of Edmonton 1980
City of Edmonton 1961
Theoretical Plan of a Metropolitan Area
Traffic Surveys
Zoning Studies
Population Studies
Industrial Surveys
Subdivision Design and Replotting
Detailed Subdivision Design (Glengary)
New City Police Headquarters Building
River Valley Study
Park Study
Urban Renewal
Land Use Survey

Relationship of U. of A. to City Centre and River Valley

- Aerial Mapping Surveys
- Central Business Survey
- City Expansion Study
- City Centre Studies
- Residential Planning
- Model of Planetarium
- Model of Coronation Park
- Newly Published Zoning By-law
- Land Use Charts

Historical Display

- Early photos from Ernest Brown Collection
- Map detailing Edmonton's growth 1795-1961
- Plan of Edmonton Settlement 1882
- Town of Edmonton 1903 showing Fort Edmonton
- Town of Strathcona 1907
- Twin Cities 1911
- City of Edmonton 1912
- City of Edmonton 1924
- City of Edmonton 1930
- City of Edmonton 1948

City of Calgary

Maps:	Generalized Land Use
	Estimated Future City Growth
	Regional Thoroughfares
	Regional Road Pattern
	Arterial Thoroughfare System
	Traffic Barriers
	Transit and Railroad Routes
	West Highway Bypass
	Traffic Flow
	General Plan
	Thoroughfare Functions
	Utilities

Edmonton District Planning Commission

- Urban Centred Facilities
- Growth of Metropolitan Area
- History of Edmonton Growth
- Urban Impact
- Water Supply
- Preliminary District Plans
- Preliminary Districts Plans Analysis
- Traffic Survey Study
- Regional and District Data
- Lakeshore Information
- Industrial Information
- Reports and Publications

Calgary District Planning Commission

- Examples of New and Old Subdivisions
- Future Expansion Waiparous Creek
- Criteria of Development of Waiparous Creek
- Lower Kananaskis Lake
- Chestermere Lake

Red Deer District Planning Commission

- General Plan for Urban Areas
- Municipal Subdivisions
- Civic Centre
- Rural Road Study
- Incidence of Subdivision in Rural Areas

Oldman River District Planning Commission

- Indian Battle Park—Air Photos and Sketches

Maps

- City of Lethbridge
- Estate Development
- Education
- Future Development Factors

Historical Background
Residential Areas
Irrigation Projects
Gas and Oil
Public Utilities
Multiple Family Dwellings
Road Improvements

Peace River District Planning Commission

Peace River and Immediate Environs 1" = 200'
Central Sector - Land Use 1961
An Urban Municipality - Possible Future Land Use
The Peace River Planning District
The Region and the Peace River Planning District

Battle River District Planning Commission

City of Wetaskiwin - Aerial Photo and Map
Town of Rimbey - Aerial Photo and Map
Battle River Planning District - Communications
 - Population
 - Agriculture
City of Camrose - Aerial Photo and Map
Town of Ponoka - Aerial Photo and Map

